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RĪGAS STRADIŅA  
UNIVERSITĀTE

Anda Laķe

**Evaluation Research as a Society's  
Expression of Rationality,  
its Utility in Policy Making  
of Latvia**

Summary of Doctoral Thesis  
Speciality – Sociology

Rīga, 2011

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AS A SOCIETY'S  
EXPRESSION OF RATIONALITY,  
ITS UTILITY IN POLICY  
MAKING OF LATVIA

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Speciality – Sociology

Riga 2011

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Dissertation scientific director:

*Dr. sc. soc.*, Assoc. prof. Ritma Rungule, Riga's Stradina University.

The official reviewers:

*Dr. sc. soc.*, Assoc. prof. Vladislavs Volkovs, Daugavpils University

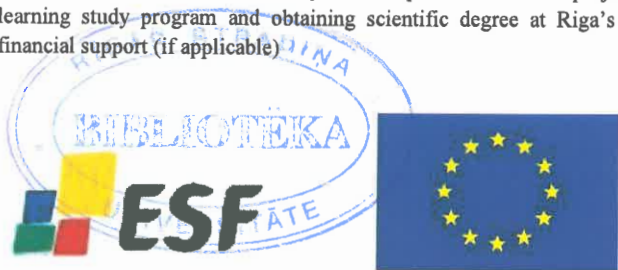
*Dr. sc. soc.*, Prof. Brigita Zepa, University of Latvia

*Dr phil.*, Assoc. prof. Voldemārs Bariss, Latvia University of agriculture

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Dissertation council secretary:

*Dr. phil. soc. work* Signe Dobelniece

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## INTRODUCTION

### Problem analysis and research topic characterization

The dissertation research interest reasoning is rooted in the author's efforts to clarify place and practical importance of social science and especially sociology in contemporary society. When thinking about role of knowledge actualization in organization of contemporary society, German scientist of direction of knowledge sociology writes that "knowledge is the key word in contemporary society, and it should also be a key to the future".<sup>1</sup> The importance of knowledge in economic, political and other social areas of life is emphasized in both academic and public space. However, have to admit that scientific knowledge of social importance and use of theme is both broad and ambiguously solved within the social paradigm, obtaining a critical view exactly in post-modern society's concept of context. J.-F. Lyotard brought up discussion on knowledge already in 80ies of 20<sup>th</sup> century and stated, that "it is not possible to disregard doubts of scientists about the current state and evaluation of the future of scientific knowledge".<sup>2</sup> Of course, the scope of research interest mentioned is very wide and anticipate a reasoned narrowing of research field, which can be implemented, critically viewing investment of social sciences in social problem solving.

In the last decades of 20<sup>th</sup> century, Western society had lost its so typical optimism and hope which it had even in 60ies, which was related to significant role of social sciences in solving social problems (for example, carrying out famous political programs "The fight against Poverty" and "Welfare Society", J. F. Kennedy's and L. Johnston's US administration invested significant resources in field of evaluation and research). Looking back in the past, Harvard University professor of sociology and education knowledge C. H. Weiss wrote in year 1977:" There was a lot of hope, that social science will bring great rational benefit to perfunctory world of administration. It was expected that it will provide real data for planning... reveal causations for policy making, for statesmen to know how and which variables to affect in order to achieve salient goals. It would allow acknowledging and evaluating relative costs and benefits of alternative policies, giving opportunity for decision makers to select most cost-effective solutions and ways. In its turn in the implementation stage of policy they would be provided with objective evaluation of effectiveness, in order to make necessary changes for successful outcome."<sup>3</sup> Such utilization of knowledge produced by social sciences in policy-making, perceptible as socio-political action's eventual rationalization model, but dynamic changes both within the society and social science development in the end of 20<sup>th</sup> century and beginning of 21<sup>st</sup> century introduced adjustments also in this area.

Pragmatics of scientific knowledge dimension updates in contemporary society is clearly revealed by the socio-political context constituted "on knowledge-based society"

<sup>1</sup> Knoblauch H. B. Wissen. In: Handbuch Soziologie. Hrsg. von N. Baur, H. Korte, M. Low, M. Schroer. Wiesbaden: VS Verlag für Sozialwissenschaften / GWV Fachverlage GmbH, Wiesbaden, 2008, S. 465.

<sup>2</sup> Liotārs Ž. F. *Postmodernais stāvoklis: pārskats par zināšanām*. Rīga: Laikmetīgās mākslas centrs, 2008, 21. lpp.

<sup>3</sup> Weiss C. H. Introduction. In: C. H. Weiss (Ed.). *Using social research in public policy making*. Lexington, Mass.: Lexington Books, 1977, p. 4.

concept, which includes the idea of a future profile of society. At the same time both in social sciences academic environment debates as well as in public discourse topics are updated in more and more sharpened form, which, in a concentrated terms, is expressed as analysis of those contradictions that exist between knowledge, on the one hand, and as socio-political activity, action and behaviour on the other. It is updated in macro process levels of society. You may find that in the last decade the question of the role of social science is debated at least in three major issue contexts: firstly, in the subordinate place of social sciences relative to hegemony of natural sciences; secondly, usefulness and practical utility of social sciences in economic sector (what business can learn from the social sciences and what in turn social sciences can take over from business); thirdly, force or resource power of social sciences (what is social science's resonance in policy and how policy affects social sciences).

Shall not be deemed to be a coincidence, the fact, that the International Sociological Association's one of the five plenary themes was "knowledge mode and policy-making for sustainable development and environmental changes sector" in the 17<sup>th</sup> World Congress of sociology in July 2010. In reports within different theoretical frameworks and conceptual limits were affected issues which manifest in relation spheres: sociology – sociological knowledge – their impact on policy-making and– human behavioural pattern and action type changes. Sustainable development and environmental management are matters of a high-priority global agenda. Scientific community and knowledge society has bigger and bigger role in analysis of these matters and in attempts to define political alternatives, within which these matters should be resolved. The main reason for the increase of this impact is the fact that problems faced by decision makers both government and companies, both in domestic and international level is becoming more complex and more sophisticated. Since the decision makers are unable to obtain all necessary information in sufficiently short time allotted for preparation of the decision, they often rely on available common knowledge. Both scientists and policy professionals in making evaluate judgements and interpretative explanations create a supra-national community of scientists (epistemic community), which is active at national level and which also plays a crucial role in promoting co-operation between countries, when programs are implemented in international regimes.<sup>4</sup>

Although political practice increasingly demands judgements and conclusions of scientists, including social science representatives, their use of political decisions and development of appropriate action models for solving social issues is not at all systematic and self-evident. The most extensive and radical debates regarding this brought up exactly in environmental policy sphere, because, for example, scientific insights and predictions of climate change in large parts of the case do not follow development of a systematic and rational political solution model, yet less decisions are taken in political level, which feeds into the changes of corresponding action (which, for example, because of U.S. position indicates prolonged ratification process of the Kyoto protocol). The ability to make rational strategic decisions in the political environment is associated with a clearly defined hierarchy and program introduction of policy's aims that provides consistent achievement

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<sup>4</sup> [http://www.isa-sociology.org/congress2010/plenary\\_theme\\_2.htm](http://www.isa-sociology.org/congress2010/plenary_theme_2.htm)

of these goals, but the specifics of the policy process provides many deviations from such a setting. Is not without a reason that official of the International Monetary Fund (IMF) describing actions of governments in the beginning of global economic crisis, criticizes government's ability to react on forecasts of experts and change models of action on time:" countries have to change habits in order to recuperate... The IMF was one of the first who raised alarm of American real estate and its bursting effects, but politicians don't want to hear bad news... and, when in year 2008 crisis finally came, Europe, which always needs six months to make a decision, once again slowly fiddled about".<sup>5</sup> This insertion of publicist nature gives a good idea about the scale of problem.

One way how to link scientific research argumentation with policy-making and appropriate changes in the operational level systematically, is development of special type of applied research- evaluation research. As written by P. Rossi, M. Lipsey and H. Freeman:" Program evaluation is use of social research procedures in order to systematically study social intervention program efficiency. Specifically, the evaluator uses social research methods to explore, evaluate and improve social program in all its most significant aspects, including social issue diagnosis, program conceptualization and designing, program implementation and administration, its performance and efficiency".<sup>6</sup> In addition "the application of social research methods for the evaluation of programs developed in parallel with enrichment and growth of programs, as well as with this century's ideological, political and demographic change. Great importance has been in updating the status of social sciences and enhancing the role of them in universities as well as support strengthening for social study."<sup>7</sup>

Evaluation studies reveal how social research can be used not only to interrogate social problems, but also to solve them. Encyclopedic definitions of evaluation research contain an explicit reference of inseparable link between this research type nature and use of its results in practice, such as:" a systematic data collection about program, product, policy and service characteristics. Most frequently is done in order to determine possibilities of change and improvements."<sup>8</sup> There is also another definition of evaluation research that refers to the use of evaluation study in varied context of social activities: "A systematic identification and evaluation of programs, policies, practices and effects of product."<sup>9</sup> Evaluation research specifics are rooted in the insight of the concept and in the fact, that it possesses a duality principle – this is perceived both as a part of empirical social research and as a part of political process. It can be seen as socio-political research type, which reduces to new policy or the current policy and practice's previously predicted and also evaluation of indiscriminate consequences in determining the degree to which the intended goals and objectives, as well as the identification of the effect of "bending".<sup>10</sup>

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<sup>5</sup> Cited from: Brinkbaumers K., Fihlers U. Miljardu pātaga (*Der Spiegel*). *Ir*, 2010, 28. okt.–3. nov., 20. lpp.

<sup>6</sup> Rossi P. H., Freeman H. E., Lipsey M. W. *Evaluation : a systematic approach*. 7th ed. Thousand Oaks, CA [etc.]: Sage, 2004, p. 4.

<sup>7</sup> *Ibid*, p. 9.

<sup>8</sup> Gray David E. *Doing Research in the real World*. London; Thousand Oaks; New Delhi: Sage, 2004, p. 398.

<sup>9</sup> *The Sage dictionary of social research methods*. Compiled and edited by V. Jupp. London [etc.]: Sage, 2006, p. 104.

<sup>10</sup> *Oxford Dictionary of Sociology*. Ed. by G. Marshall. Oxford .. [etc.]: Oxford University Press, 1994, p. 201.

Interpreting the concept of policy evaluation research in such way, it can be viewed as an effective policy-making improvement tool. To the question "What today is determined as the ability to create a good/qualitative policy?" German political scientists C. Ritz and G. S. Schaal give an answer: "The decision-making techniques that promotes stability and reduces sensitivity against uncertainty; the ability to think strategically, so anything that makes it possible to rationalize decision-making."<sup>11</sup>

In contemporary democratic political systems as one of the most effective tool to rationalize and improve the quality of policy is considered to be impact of policy principles evaluation in policy development and making evaluation research. Evaluation as a cost-cutting tool today is widely used in both public sector and commercial environment. In Western democracies, the use of evaluation studies in political decision-making reasoning purposes widely began in the late 70ies, when the world was affected heavily by oil price crisis and many countries their financial and budget plans based directly on the assessment research, and both *ex-ante* evaluation and *ex-post* evaluation was implemented.<sup>12</sup> However, although the majority of policy making experts admit that the political decision rationalization and policy-making quality is contributed by policy review and use of evaluation research, organic assessment system "incorporation" of political decision-making system in different countries and policy-making levels has occurred very different. There are different attitudes to the evaluation research use in policy-making, however, researchers agree that the assessment takes into account the various affected parties' needs and perspectives, and that in it is used and applied qualitative and quantitative methods of social research.<sup>13</sup> This allows to see an evaluation study as a one of the tools that improves actualization of the problem in certain policy areas and contributes to stakeholder a more appropriate political solution, incentive offer and choice. Assessment studies had become a really widespread practice, creating a specific professional field and have a specific meaning in both administrative and political type decision-making. The researchers, describing the era, sometimes use imaginary expressions, such as M. Strathern: "the evaluation boom manifests itself as *checking gone wild*"<sup>14</sup>, M. Power, "a special management regime for the liability for the decisions to delegate assessment study data management, "" general public audit."<sup>15</sup>

Aspect of the quantitative evaluation expansion is explained by the general bureaucratization of the social environment and dominance of the principle of rationalization, where the assessment contemplated as part of a collective strategy, developed within the framework of the rationalization of society. A common assumption is that distribution of an evaluation study can be characterized as one of the symptoms that show defined aim rationality expressions in society by M. Weber. This view of an

<sup>11</sup> Ritz C., Schaal G. S. Politische Führung in der "Postdemokratie". *Aus Politik und Zeitgeschichte (ApuZ)*, 2010, Nr. 2-3.

<sup>12</sup> Ruhr-Universität Bochum. *Zusammenfassung verschiedener Texte zur Evaluationsforschung*. Available at: <http://www.luebbert.net/uni/methoden/eval/index.php>. Viewed on: 22.12.2010.

<sup>13</sup> Stockmann R. *Evaluationsforschung : Grundlagen und ausgewählte Forschungsfelder*. 3. Aufl. Münster [etc.]: Waxmann, 2006.

<sup>14</sup> Cited from: Schwarz Chr. *Evaluation als modernes Ritual: zur Ambivalenz gesellschaftlicher Rationalisierung am Beispiel virtueller Universitätsprojekte*. Hamburg; Münster: Lit, 2006.

<sup>15</sup> Power M. *The audit society: rituals of verification*. New York: Oxford Univ. Press, 1999.



evaluation study with the help of research data greatly contributes also the maintenance of cost-benefit balance in a society. Assessment "boom" is also seen as an increasing bureaucratization process part of the administration, where "assessment is no longer for the people – but people, apparently, serve the assessment."<sup>16</sup> There has been brought up another application of assessment study and practical importance of dimension – its use in the political environment requires "fingerprints" of public administration bureaucratic environment in all forms of this applied research, including opportunities to use the results in decisions and social problem solving by changing patterns of social action.

The need of implementation in assessment and evaluation studies in traditionally public space is not disputed, although differs significantly in different countries and sectors of society by use of evaluation studies, their quality and intensity. E. Chelimsky, one of the best known practices and theoretics in areas of assessment in the journal "American Journal of Evaluation" issued by American Evaluation Association, analyzes regular "collision" observed in political environment, in the form of a contradiction between the assessment of independence and political environment in the article published in year 2008: "An independent assessment is a tool, which contains the political ideal of a democratic society – or we refer to" assessment responsibility "in the form of legal supervision and informing the public, or think 'evaluation of knowledge", which produces new information to influence government policy, but in many cases, we've got the experience that policy can threaten our independence."<sup>17</sup> One of the main obstacles in a certain extent, which hamper the development of policy evaluation in certain countries and in particular policy areas, is so-called political decision-making practice<sup>18</sup> whereby the ministry within the framework of a competent staff and a leading middle-level specialists has developed well established draft decision of concepts and facts at the political level, surprisingly, it is criticized and instead offered another draft decision – the so-called political decision. These "political decisions", which in their content are often more suited to certain particular sectors of interests of executives and managers, rather than the nature of the problem, reveals the shortcomings of political lobbying and weakens the political decisions of rational argumentation in policy making. But this is just one of the explanations, which was developed by the so called agency theory. There are several alternatives in which direction the answer to the question of why the assessment studies do not always act as a decision tool for the rationalization of policy-making environment, thereby weakening the expressions of social efficiency research, is found. Assessment of the dissertation research of practical significance is the constitution of the conditions to explore the sociological concepts and theories which are developed to describe the manifestations of the phenomenon of rationality in society, with reference to social science researchers' assumptions that the assessment study of quantitative expansion is part of an effort to streamline decision-making in the political environment. In addition, research

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<sup>16</sup> Schwarz Chr. *Evaluation als modernes Ritual : zur Ambivalenz gesellschaftlicher Rationalisierung am Beispiel virtueller Universitätsprojekte*. Hamburg; Münster: Lit, 2006, S. 15.

<sup>17</sup> Chelimsky E. A. Clash of Cultures: Improving the "Fit" Between Evaluative Independence and the Political Requirements of a Democratic Society. *American Journal of Evaluation*. 2008. 29: 400 <http://aje.sagepub.com/content/29/4/400.skaf>. 15.12.2010.

<sup>18</sup> <http://www.lv.lv/?menu=doc&id=211290>

interest is focused not on political decision-making logic, provided research, but the logic expressions of social action strategies as a whole, the assessment study, implementation and use are involved in a number of actors in the social action groups: survey customers (government employees), promoters of the study (research) and the political decision-makers.

#### **Let's sum up the essence of problem**

On the one hand, there is a certain socio-political and economic context; the policy-making environment has brought up the need to rationalize the political decision's reasoning in various policy-making levels in order to facilitate the problem-solving political decision making and implementation. As one of the rationalization decision tools has evolved assessment study, which is classified as a social form of applied research. In this type of study is a certain degree of design and methodological framework, the implementation of the practice is very diverse, but it expresses the fundamental origin of the basic preconditions, namely to promote a solution to social problems. Exactly in situations where social problems are very complex and thus the possible political solution to the differential patterns of evaluation research can reduce the number of policy alternatives in the preparation of a certain system of values - based rational reasoned political choices recommendation. Evaluation study use is viewed as a contingent policy - making tool for quality improvement, developing effective policies and contribute to social problems. Evaluation study meaning is linked to human activity patterns, which are focused on the issues solution. The evaluation research is particularly important in those policy areas with a high density of the problem, while low-quality policy-making. On the other hand, the historical development of assessment study has contributed the application of the bureaucratic political trends and as a result the evaluation studies are applied in virtually all developed democratic political systems, thus providing this type of research quantitative growth. At the same time issue of the assessment study of practical importance has been brought up: the ability to achieve its purpose - to promote the policy agenda of the updated solution to the problem through rational arguments of political decisions, which require solution of the problem relevance to action strategies. Thus, mixed qualitative dimension of assessment research is evaluated, or the ability to effectively exercise its functions. Aspect of the evaluation study performance is updated in conjunction with the financial aspect: an evaluation study client is a national administration institutions and its cost is attributable to the public budget. For these reasons, may be called into question the need for assessment study or a reduction in the number of orders.

Further let's look at problems in the expression of Latvian applied research in areas of development and policy-making context.

Latvia's sociology as the industry evolved with a pronounced domination of Applied Sociology ("Sociology of writing a set of preconditions and the actual practice created a historical sociology of Latvian model, which is largely expressed in the current disciplinary nature of self-identity and sociologists – sociology in Latvia is empirical and constructive public research... Applied research is the main genre of Sociology... To a lesser extent Sociology of Latvia has so far been a theoretical science and practical tool for innovation. In particular, sociological knowledge is not very much used in the social organization of the economy, business management, policy planning and other practical

activities in fields.<sup>19</sup>). Sustainable procurement practices and the study obtained information-rich data sets are developed. However, in the public space of Latvia, not once you could hear critical comments about the social research data usability in solving social problems. For example, political scientist Žaneta Ozoliņa, analyzing the so-called "order science" management problems, points out that research projects results provided of promotional measures are formal and without apparent success. Researcher recommends that: "The scientific community will be more open for other participants into the study development at an early stage, the better the chances ... to achieve public support for the results of the implementation and use... Have to explain and justify the process chain, from the scientific laboratory to the political decision-making."<sup>20</sup> Of course, the social function research is diverse and not each social research is to use the findings of social practice and social action to adjust, so not always research results into practice are conceived as the essence. But when it comes to the types of applied research, the demand for efficiency is urgent.

In Latvia the administration of research project, generally is used breakdown: fundamental research and applied research. Such a division conceptualization itself implicitly includes the type of relationship to research the results of usability, but is not targeted to reflect on research design, methodological and methodical research of the implementation specifics of each case. In cases where the research is essentially evaluation research, it is reasonable to critically see the results of practical importance, and the problem-solving potential. This place should be noted that the Latvian academic environment has not developed a stable, sustainable and universally accepted conceptual tradition of social research typologies, including applied research type of classification.

Admittedly, the concept of "evaluation research" in Latvia is not widespread, although in the international academic social science literature, such studies are systematically classified as one of the specific research type, characterized by a specific set of design and direction to use. Assessment of the implementation of research is largely determined by the customer, the public administration involved actors in the group. However, the Latvian State Chancellery, created by the research and publications in the database<sup>21</sup> is not possible to identify which studies meet the methodological assessment study "qualifications". The database summarizes the government commissioned studies, as one of the database structuring criteria using the type of research "Evaluation of policy area." This category includes 51 researches, but only after a more thorough analysis of them could be classified as evaluation studies, while in other sections of the database, such as "the Authority commissioned research" or "EU Institutions Study" and "research funded by EU Structural Funds" can be found in research reports, which contain elements of the assessment study. It is understood that the State Chancellery shaped the research database according to certain user targets not connected with the need to specifically distinguish direct evaluation studies, but it creates a confusing picture of the assessment study using

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<sup>19</sup> Tisenkopfs T. Socioloģijas veidošanās un attīstība kopš 20. gs. 60. gadiem. In: *Socioloģija Latvijā*. Rīga: LU Akadēmiskais apgāds, 2010, 17. lpp.

<sup>20</sup> Ozoliņa Ž. "Pasūtījuma zinātne" un tās pārvaldība. In: *Laba pārvaldība*. Ž. Ozoliņas un I. Reinholdes redakcijā. Rīga: Zinātne, 2009, 81.–82. lpp.

<sup>21</sup> LR Valsts kanceleja. Pētījumu un publikāciju datu bāze. Available at: <http://petijumi.mk.gov.lv/ui/>

quantitative, qualitative and validity aspects. However, in the Ministry web pages published research reports show that over the past five years, Latvian public administration sector is sufficiently well-ordered studies of the assessment study elements, although they are not necessarily classified as such.

Based on our analysis of problem situations, the clarification of the problem was the implementation of exploratory research<sup>22</sup> at the Ministry of Health, we can define a dissertation research interest in determining the core - evaluation research and evaluation of the basic principles of Latvian policy-making environment is suitable, but policy-makers perceptions of the environment assessment study of methodological nature and practical importance are different, and there is no unequivocal understanding of the assessment study of practical expressions of interest, which may give rise to skepticism about the need for an evaluation study in Latvian public administration and – up to research the order reduction – reduce the socio-scientific knowledge into policy-making reasoning and political decision rationalization, weaken the social problem-solving efficiency.

As previously mentioned, the key concept of promotion research – evaluation research – is ambiguous understood problems in the affected (assessment study promoter/client) group because the problem Exploratory Study reveals similarities on relevant topics in the field express terms of use uncertainty affected the group communication. Problems in theoretical feasibility study allowed axiomatic to assume that the evaluation research the use of policy-making is associated with both the degree of rationality in political decision and political systems of rationality speech, and policy-making groups involved in social action strategies, whether or not containing components<sup>23</sup> of rationality and evidence to confirm or efforts to make practical use of evaluation study<sup>24</sup>. But it is not known, a (rational) types of action selected (Latvian political environment) assessment study towards the fulfillment of the groups involved and how they contribute to or hinder evaluation research the practical use of forms of development, while enhancing the effective implementation of the solution of social problems. So the thesis analyzes the problem to be investigated at an early stage allows you to check the interaction of factors, but does not provide a reasonable basis for quantitatively verifiable reasons and consequences for research relations between these factors. This prevents at the beginning of dissertation to formulate hypotheses quantitatively verifiable, and prompts to select the qualitative research methodology-based approach, which provides the justification for the dissertation, put forward the following exploratory questions:

I What kinds of social action rationality are identified in evaluation research of the implementation in practice?

II Whether and how the assessment study of actual use is associated with its implementation involved actors in the social action rationality types?

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<sup>22</sup>More about the results of this research look in author's publication: Laķe A. Novērtējuma pētījuma izmantošanas prakse veselības aprūpes politikas veidošanā Latvijā: Problēmas un risinājumi. *Rīgas Stradiņa universitāte. Zinātniskie raksti: 2010. gada Sociālo zinātņu nozares pētnieciskā darba publikācijas: Ekonomika. Komunikācija. Politika. Socioloģija. Sociālā politika un sociālais darbs. Tiesības*. Rīga: RSU, 2011, pp. 137–146.

<sup>23</sup>Weimer D. L., Vining A. R. *Policy analysis: Concepts and practice*. 3. ed. Upper Saddle River, N.J.: Prentice Hall, 1999, pp. 125–126, 141–146.

<sup>24</sup>O'Sullivan R. G. *Practicing evaluation : a collaborative approach*. Thousand Oaks: Sage, 2004.

### III How assessment study can strengthen practical importance of the Latvia's policy-making environment?

#### **Dissertation aims and objectives**

According to the specific problem structure and the main issues under study, is defined as follows **dissertation aim: to explore the evaluation research utilization practices Latvia's policy-making environment, identify and classify assessment study carried rational social action strategies and related assessment study of practical significance modifications in Latvia's policy-making environment.**

To achieve dissertation's aims following objectives were set:

1. To analyze the rationality of the principle of rational social action and development of ideas within the sociological theoretical approaches. To clarify the meaning of the concept of rationality use sociology as a science discipline within the framework of the transformation to specify the modernity and post modernity in the context of ideological debate. To clarify the rationality and the concept of rational social action, as well as to clarify the ideas of rationality and empirical facts conceptual link. To clarify the rationality of the principle of specificity of expression of the policy-making environment.
2. To explore the assessment study's' theoretical approach to their typology models. Analytically describe model the preconditions for the emergence and development. Specify assessment study theoretical approach to the assessment study in practical use, as well its relationship with socio-political practice of social problem-solving in the field.
3. Analytically evaluation research describes the ideal typical model and the nature of its functions. Describe the evaluation research design, methodological and methodical technical specifics. To implement assessment study and applied research type of comparison with academic study to determine evaluation research merits a link to the practical use of the claim.
4. Describe the evaluation principles of administrative law framework Latvian legal documents. Specify assessment study of the implementation of political-administrative context, describe the main features.
5. To explore the assessment study practices in the use of Latvian policy-making environment, to establish their typical forms. Specify the determined implementation of evaluation research on relevant terminology in use in the evaluation research performance of the parties involved in professional communication.
6. Explore and analyze assessment study nature, the main function and characteristics of practical significance.
7. Critically evaluate the perceptions of evaluation research of practical importance to establish connections between the evaluation studies pursued a strategy of rational action and the eventual evaluation research of practical interest in the constitution.
8. Formulate the main evaluation research of practical importance of fostering conditions for Latvian policy-making environment.

Doctoral thesis tasks 1–3 will be carried out using the theoretical cognitive approaches, tasks 4–7 consist of conducting an empirical research, but task 8 means of theoretical and empirical research results by an analytical report, according to the task content.

As the **subject of research** this within the framework is addressing the assessment study of implementing rational policies and the evaluation of practical interest in understanding.

### **Topicality and novelty of dissertation**

Doctoral thesis topicality is determined by several aspects.

First, it is associated with the problem to be investigated flare-Latvian economic crisis; the political decision-making process is affected by the time a lack of resources and political decision-limited range of alternatives. Decisions are difficult to compromise the result and they are sometimes characterized by a low base a rational argument, they are based so-called "political" observations (public demand forces, social partners, political influence, and political influence in specific policy areas). In such circumstances, on the one hand, the increasing need for a policy impact assessment (indicated by the assessment study history of the development) because of policy instruments to meet the problem of complexity is extremely high, it requires a specific value-based approach and the appropriate policy objectives rational choice and analysis. On the other hand, the crisis, when decisions are taken shortage of time, can decrease rapidly and strategic development opportunities for rational argument (they confirms the thesis, results of survey), the evaluation studies.

Thus, in their opinion, the need for highly strategic approach to decision-making, one of the tools that facilitate this – the evaluation study is not applicable. The requirement for a rational policy evaluation and analysis is updated to the Latvian government's social partners, which are points to several shortcomings in Latvian policy-making (see, for example, on the 26<sup>th</sup> November 2010 conference on "Better Regulation for effective management and partnership" materials<sup>25</sup>). In such circumstances especially important to seek and develop opportunities for the application of evaluation research, to facilitate the use of political and economic crises.

Secondly, the evaluation research the application of democratic countries political systems, as well as the European Union's policy-making is booming in terms of methodology and its application in practical terms. Also in Latvian state administration developed the policy evaluation system, but not in higher education programs or continuing education programs is inadequate supply, which would allow the researcher to acquire the policy evaluation of professional competence. To develop this research sector requires both skills acquisition of the necessary educational base, and enough healthy competition. Professionals who are implementing evaluation studies of Latvia have mastered self-taught specific requirements in this area and their knowledge and experience are regarded as exclusive. Many important assessments that apply to broad and signify

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<sup>25</sup> <http://www.mk.gov.lv/lv/aktuali/zinas/?page=20>, skat. 28.12.2010.

problems have taken Latvia with environmental researcher's non-research agency. With his doctoral thesis the author seeks to draw attention to this research direction for the development, which also contributes to the social sciences in general strengthening of the status of Latvia's academic and political environment.

Third, the evaluation study is one of the most frequently implemented types of applied research in Latvia, the methodological principles discussed are few sociologists and political scientists in academic debate – scientific conferences, seminars and similar forums. Evaluation study of theoretical and methodological approaches to the development of Latvian possible updating of this study represent a diverse and Latvia's environment specific implementation conditions. Greater part academic research and practical learning assessment study of successful performance of the prerequisites succeed to consolidate this applied social science research types of customer confidence in researchers and the practical importance of social sciences in general.

Dissertation novelty consists in the choice of topics and the logical solution, and the data resulting from:

- The phenomenon of evaluation study has not been subject of scientific reflection of Latvian academic research environment, although is applied in practice.
- Evaluation study use practices outside Latvia has many social scientist subjects and its reflection of the methodological and application and evaluation aspect, but this thesis, evaluation research viewed social subjects of rational action in the policy context, which allows not only to identify the assessment study and practical interest in understanding the modification of policy makers, researchers and policy perceptions, but also to see the practical use of development opportunities for Latvia's policy-making environment.
- Obtained data of qualitative research reveals a number of factors that the major policy assessment of the parties involved – the Ministry and the State Chancellery, the responsible staff (evaluation research customers); researchers (evaluation research promoters) and politicians (political decision-makers) – not only interfere with the successful cooperation on evaluation research of the implementation of practices framework, but also points to this wider group of mutual distrust and separation characteristics, which weakens the overall culture of communication between these groups.

#### **Dissertation's structure**

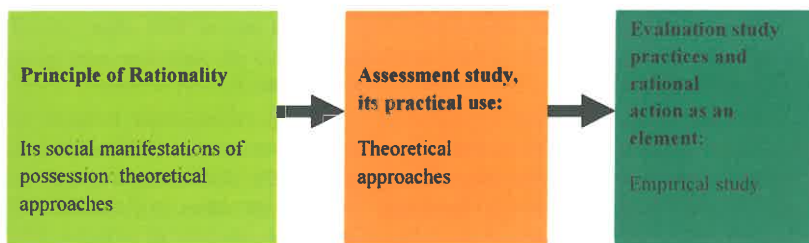
The doctoral thesis is structured in four sections. The first three chapters of dissertation provides a research problems in research on theoretical grounds: section 1 is devoted to logic and rational understanding of social action in sociological research, section 2 describes the classification and assessment study of theoretical approaches, chapter 3 describes the evaluation of research nature and evaluation research of a specific type of applied research methodological and methodical nature. While the fourth chapter describes an empirical of qualitative research methodological principles, the course and reflected on the resulting data analysis. The end of each chapter formulates conclusions.

Work concludes the overall findings and recommendations. Thesis has nine appendices. Doctoral amount of work without the attachments and the source list is 222 pages.

Approbation of dissertation. The thesis is discussed at the hearing in Riga Stradins University's Sociology and Psychology Department. The research results presented in 6 scientific publications (scientific papers), 8 scientific conferences and congress abstracts (see list of publications). Dissertation has been presented at 14 international scientific conferences (see list of scientific conferences). The study tested the author's knowledge developed teaching/learning programs "Policy Impact Assessment" in both civil servants training courses and master-level studies.

## DISSERTATION'S THEORETICAL SUBSTANTIATION

The theoretical basis stemming from the main research of the problem between the reflective concepts of logic: the assessment research as a scientific inquiry method of policy making in the administrative environment is spreading witness society, social action, as well as the political system rationalization trends. On this basis, dissertation-based epistemological structure of the following logic:



1<sup>st</sup> figure. Logic of dissertation.

Principle of rationality and its' expressions in social action – evaluation research and its' theoretical approaches- evaluation research practice and rational action strategy as their element.<sup>26</sup> To ensure about the problem deeper understanding of work based on both macro-theory, both the average level of theoretical knowledge in the analysis. The principle of rationality and rationalization of the public the idea development is viewed in society at the macro-and micro-theoretical approach and assessment study to link the practical expressions of interest are detected by analyzing the average level of theory, which reflects the evaluation and assessment study of theoretical approach to the diversity of historical, epistemological and socio-political context. While the assessment study of practice to be studied empirically. Study the problem and its setting aim task to seek points of contact between the abstract concept of rationality, which is widely used in sociology,

<sup>26</sup> Walliman N. *Social research methods*. London; Thousand Oaks, Calif.: Sage Publications, 2007. pp. 15–17.



(to describe the main ideas of modern society and social systems of the essential characteristics of both types of social action) and its particular manifestations of applied empirical research in practice. This study theoretical part gives special attention to the sociological theories, which develops the structure and operational integration of ideas. Mention another thesis problem setting and research aspect of the doctoral study influenced the selection theory: an assessment study of practical use problem is analyzed critically viewed Latvian policy-making. Latvian policy of quality problems are not a direct objective of the research study, but a practical assessment of the study concerns the use of context, serving as an additional argument to the need to develop and promote policies to improve the quality tools, including – an evaluation study. Such a research orientation to address the context calls for a critical theory approaches. Below characterize the doctoral thesis in theoretical analyzed according to the theory of a range of key research concepts. The theoretical justification for a macro-and micro-sociological theories (rationality and rationalization of society) and the average level of assessment/evaluation of the study of theory, which are classified as an interdisciplinary social science theories, because to admit that the assessment area is now located in a specific scientific discipline in the constitution of the period. So, the thesis of theoretical research within the framework of a detailed study was subject to two major problems to be investigated in the definition contained in the concepts – social action and rationality of the evaluation study, its practical use, which goes on briefly characterize.

### **Rationality of social action**

Doctoral thesis research questions for the concept of rationality in social action theoretical interpretation of the analysis, the results of the study allowed the empirical part of the categorization of social action rationality models of evaluation research activities in the segment. Doctoral thesis in theoretical logic of the ideas implemented in the development of sociological analysis of theoretical approaches, in order to identify the problem being studied and the context of appropriate understanding of the concept of rationality. Working within the framework gives the meaning of the concept of rationality and epistemological genesis of an explanation. Genesis of the concept of rationality inherent in efforts to conduct or subjective rationality of the system based on rationality, meaning, in this way trying to "subjectivity" to create "objective" foundation, or search for rationality and action rationality of the system points of contact. Idea of rationality has been the development of sociology, M. Weber's ideological influence. Essential rationality of understanding the distinction observed in the traditional sense of rationality and anti traditional, which reflects the contemporary (modern), and postmodern social theory different understanding of the company's structure and logic, the presence and expression of a certain model of society. Different concepts of rational modernity, post-modern conceptual approach view of representatives. Theorists who view modern society as a change in the surviving modern-society is characterized by rationality, as an integral feature of modernity, as modernity and modernization itself is understood as the move from traditional to rational cultural patterns, social structures, processes in action. Transformed into the modern society, transforms the logic expression. While the post-

modern authors' texts often present a dramatic claims about rationality, which is described as bureaucratization and formalization of contributory phenomenon. Thinkers of these approaches argued that the idea of rationality is not a strong justification and should be viewed as a single story or narrative, among others.

Doctoral study viewed the rationality modernism the conceptual meaning of, which requires modification of rationality in the context of societal change. Theoretical understanding of the concept of rationality clarification thesis was developing an analytical and focused overview of modernity theorists, M. Weber, critical theory, rational choice theory and systems theory, the representatives of developed ideas:

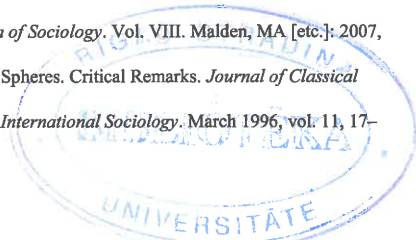
Max Weber (1864–1920) who saw the process of rationalization of society as the essential characteristics of modern society and defined the principle of formal rationality, and rationality of modern society-specific type has given sociological inquiry within a significant contribution to society rationalization process research and development of the concept of rationality. M. Weber develops both practical and theoretical understanding of rationality. Substantive and formal rationality types, formulated by M. Weber have left special impact on public awareness of the rationalization process throughout the 20<sup>th</sup> century social thought in the history.<sup>27</sup> Although the company since Mr. Weber's lifetime is affected by rapid change, his knowledge of the company's efficiency is used for both axiomatic and interpreted in many different sociological theories – both macro and micro level – within. M. Weber's notions of rationality, social action and expression are still under attack, both used in the current public explanation of events. For example, researchers, who, analyzing the current social trends, draw conclusions, which deny the possibility of evaluative rational action, seeing the error of evaluation aimed at the rational and rational action of two different ideal types of partition.<sup>28</sup> However, many explorers of the second half of 20<sup>th</sup> century, and beginning of 21<sup>st</sup> century in their approaches use M. Weber's concept of rationality definitions, in addition to not only understand social processes, but also social science role in this process of exploration: "the social sciences should be restoring themselves: and as a key element in this renewal is a return to substantial rationality as the main object of our intellectual interests. Science has never been impartial and empiricism is always into something priority focused. M. Weber's distinction between formal and substantial rationality of uncertainty is built into the modern world geo-culture. Substantial rationality involves the choice of an ethical policy, which focuses on the collective welfare of problematic solutions and the freedom not to be subject to formal logic, disguised as a substantive irrationality. Intellectual class is to shed light on our common, collective, choice."<sup>29</sup>

The idea of a rational target type search, which manifests itself in various phenomena of society: economics, religion, law, urban development and even the music, M. Weber develops all of his scientific activity at the time and it uses a different

<sup>27</sup> Atalay Z. Rationalization. *The Blackwell Encyclopedia of Sociology*. Vol. VIII. Malden, MA [etc.]: 2007, p. 3808.

<sup>28</sup> Oakes G. Max Weber on Value Rationality and Value Spheres. Critical Remarks. *Journal of Classical Sociology*. March 2003 vol. 3 no. 1. 27–45, p. 43.

<sup>29</sup> Wallerstein I. The vanishing guarantees of rationality. *International Sociology*. March 1996, vol. 11, 17–25, p. 17.



explanation of the phenomenon of social life, but in general can be summarized that M. Weber understood as a rationalization of the public – a process whereby the accurate analysis and methods of organization, based in abstract rules and procedures, start to dominate in different social spheres of life, moreover, social and economic life of the organization realized in accordance with the principles of efficiency, based on technical expertise.<sup>30</sup> The fact that M. Weber started the rationality of a certain concept of understanding the tradition in sociology, the use of modern society and the process of change in interpretation<sup>31</sup>), puts focus on M. Weber's ideas in this study.

The presence of rationality in the end of 19<sup>th</sup> century and 20<sup>th</sup> century processes of the society got more and more clearly visible ambivalent and even negative valued expression, which led the sociological theorists, G. Simmel (1858–1918), K. Mannheim (1893–1947), M. Horkheimer (1895–1973), H. Marcuse (1898–1979), T. Parsons (1902–1979), T. Adorno (1903–1969), G. C. Homans (1910–1989), H. Simon (1916–2001), Z. Bauman (1925), J. S. Coleman (1926–1995), N. Luhmann (1927–1998), J. Habermas (1929), A. Giddens (1938), G. Ritzer (1945), D. Heckathorn, D. Friedman, M. Hechter and many others to review and update the concept in question the nature and expression analysis. These researchers developed a branched network of the concept of rationality and rationalization of public understanding of diverse modifications, the detailed analysis of the thesis, will not develop, but focus on their approach to the identification, which contributes to the theoretical concepts of rational action strategy for the empirical study of policy-making environment.

Significant contribution in the second half of the 20<sup>th</sup> century to public expressions of rationality meaning of given by J. Habermas, who introduced the concept of rationality of radical conceptual complement to the definition of the concept of communicative rationality, where rationality is viewed as a product of communicative action that simultaneously embodies modernity prospects.<sup>32</sup> J. Habermas rationality perception – perceptions of the target rationality and communicative rationality and the corresponding action models – allows you to use it as a theoretical basis for different social actors group Social Action Coordination Act of research. Therefore the doctoral thesis carried out a detailed, J. Habermas approach analysis in order to clarify the type of social action theoretical understanding of models that can be applied in the implementation and evaluation of the study involved the use of actors in the social action group strategies in the analysis. J. Habermas communicative action theory is the core concept of communicative rationality. J. Habermas develops his theory of social action and the proper understanding of critical rationality – polemic "dialogue" with M. Weber's ideas can enjoy equation, indicating that M. Weber narrows the rationalization of public conduct research in view the concept of rationality only target rationality context. J. Habermas himself trying to M. Weber's action theory, the concept of strategic narrowing and to extend this critical

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<sup>30</sup> Vēbers M. *Reliģijas socioloģija*. [Darbu izlase; no vācu val. tulk. Rihards Kūlis]. Rīga: LU Filozofijas un socioloģijas institūts, 2004, 14.–15. lpp.

<sup>31</sup> Ibid.

<sup>32</sup> Habermas J. *Theorie des kommunikativen Handelns*. Bd. 1. Handlungsrationality und gesellschaftliche Rationalisierung. 2. Aufl. Frankfurt am Main: Suhrkamp, 1997.

perspective as a starting point for further analysis of the concept of communicative action. J. Habermas action typology and analysis of action patterns characteristics are closely related to the rationality of the parameters. The influential German theorist develops the idea of a form of social action (communicative action) and the corresponding rationality (communicative), which contribute to society reprisals against existing regulatory system and the weakening of the rigor and new, flexible, free from the distorting standard, communication system development.

J. Habermas releases two models of social action, each of which corresponds to its own logic model: target rational and communicative social action.

Aim rational model of action arising from the fact that actors, first of all, looking to sufficiently clarify the goals (that is, intentions are fixed), to the choice of means, which appears to be adequate for a given situation, the potential consequences of an action calculation, which can appear as success of the next conditions. Success is defined as a desired state of affairs the occurrence of which in a given situation is the result of a targeted action or omission of causal influences. On the success/good result-oriented action field, J. Habermas distinguishes instrumental (its object oriented) and strategic (possibly in a social context) action. For J. Habermas defines communicative action of the participating actors in the action plans are coordinated and not the self-centered success calculation help, but with a memorandum of decisions, including i.e., communicative action is oriented towards understanding. Communicative action has involved not primarily focus on each of their individual success. They follow their individual targets under such conditions that their plans are compatible with each other based on a common definition of the situation.

J. Habermas' analysis of specificity of the particular subject matter consists of precisely this analytical approach, where strategic action and communicative action field social action is separate from and where the latter is oriented towards understanding. Direct actions, arising from the designation of the situation, it is essential to make the necessary interpretation of communicative action. The first is characterized by an orientation toward success, the second – focus on understanding. Conversely, every social action type contains its own rationality model: the **objective rationality** and **communicative rationality**.

Habermas' rationality of understanding was selected as an appropriate evaluation of the study involved in the analysis of actors in the action and is considered to be the thesis; we use the concept of rational social action in the conceptual understanding of justification.

Rationality principle obtains different effects and analysis options by viewing it in certain sectors of social life. Thesis, it is important to stress the rationality of the principle manifestations of the policy-making environment. These themes field a significant contribution given by N. Luhman, who system theory developing a theoretical framework, extended analysis of the company's political system. N. Luhmans' rationality concept of viewing systems theory, his research is based on using "functionally differentiated political systems theory, including governance and policy distinction between the problem"<sup>33</sup> and describing the administration's decision rationality and political rationality. When planning an empirical study of the axiomatic was recognized by N. Luhmans' idea that there is a

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<sup>33</sup> Luhmann N. *Politische Soziologie*. Berlin: Suhrkamp, 2010, S. 117.

system-specific rationality, and analyzing expression of rationality in the political system, must accept the idea of the different forms of rationality in both the political system into subsystems: the *government* and *politics*.

Rational choice theory, the dominant trend is to develop techniques to study specific cases of rational choice decision-making process, to understand the system characteristics, the theory focuses on individual action in rational choice terms. Dissertation, the theory of knowledge was used to illustrate the idea of rationality in social development theories.

So, the expression of the principle of rationality in society dissertation is explored on the basis of the following set of sociological theory ideas:

- M. Weber's theory of the rationalization of society form the principle of rationality and public relations development, social action and rationality of relations type description;
- J. Habermas's social action type and communicative action in connection with a specific pattern of rationality;
- N. Luhman's rationality analysis of politics and state administration system.

### **Evaluation research and its practical use**

Doctoral thesis objective intends to expand the theoretical basis of the evaluation study analysis, as well as a detailed assessment of methodological research and methodological principles of nature. Assessment of the theoretical foundation created during the development dozens of theoretical approaches and models implemented in the framework of micro lenses, the level of social analysis<sup>34</sup>, and they could be classified as middle-level theories. There are several ways of assessment study theoretical approach typology in which the work is addressed through a comprehensive evaluation and assessment study theoreticians verities. Detailed analysis will be subject to the three-type assessment study approach: the methods-oriented – R. Tyler, D. T. Campbell, E. A. Suchman, T. Cook, P. Rossi, L. Cronbach, for assessment-oriented – M. Scriven, Th. Owens, R. Wolf, R. E. Stake, E. G. Guba, Y.S. Lincoln, the use-oriented – D Kirkpatrick, David L. Stufflebeam, M. Q. Patton, D. Fetterman. In the creation of the access classification system was used L. Balzer, R. Kromrey and other authors' studies.

The second most important concept, which envisaged the need for theoretical research thesis concerns the projection was an assessment study of its practical use. Dissertation was carried out as a detailed assessment of the theoretical approach to the study description and analysis, which was focused on the assessment study-through importance, increases the chronological development of this theory.

The study focuses on the evaluation and evaluation of the study the concept of understanding the definition. It was found that the assessment and evaluation of the study the concept of importance historically experienced certain changes and is largely exposed to the rapid development of assessment practices in different directions – and the use of

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<sup>34</sup> Ritzer G., Goodman D. J. *Modern sociological theory*. Boston [etc]: The McGraw-Hill, 2004. Appendix A 15.

sectorial and methodological diversity of the extension. The two concepts essential to understanding and rapidly changed the historic enlargement of the application forms and assessment of implementation was modified to the context. Both research interests focus on existing concepts – evaluation and evaluation research is used either as synonyms or different meanings in terms – depending on the communicative context and theoretical foundation. Thesis, the terms "assessment" and "evaluation study" was used synonymously when it was the scope of the evaluation as a whole. In cases where the analysis was a specific valuation, then the term "assessment" was understood in evaluation of implementation principles, but with the concept of "evaluation research" – cases where the evaluation framework to systematically and regularly used scientifically accepted data collection methods.

Analyzing assessment study history, it was found that it graphically illustrates the areas of development inseparable link with the social research methodology changes and the dynamics of development, pursued in close conjunction with the socio-political demand for the use of assessment results. Evaluation study initial demand was closely linked to its ability to provide a reasoned scientific, methodological and methodical support, reliable, objective and reliable information on the evaluation object. However, the development stage (it is different in different countries and political systems), evaluation of research results for practical use of discourse becomes an essential prerequisite for its development and become an important characterization of its specificity. Evaluation study results use decisions is not the concept of 'evaluation study, the use of "the only empirical rapporteur, this concept can be extended and to speak on" assessment study of practical use "a broader sense.

Researching assessment study links to the practical use of a detailed evaluation study of theoretical approach to analysis and found to is caused numerous and differentiated evaluation the theoretical foundation of approaches, which typologies according to various criteria. Significant changes are detectable in theoretical approach conceptuality, analyzing both in chronological historical perspective, and these authors' different academic approaches and evaluation practices in the context. Description and analysis of theoretical approach allows to discern certain trends in evaluation areas, where fixed in parallel with the social science methodology developments, as well as the company's rationalization and rationality of the principle of expansion of the policy-making environment. (Figure 8): to identify the dominant form of social action rationality is associated with a specific methodological techniques dominance of social science inquiry process and in accordance with – a specific approach to development evaluation research. As one of the most suitable dissertation objectives in models of evaluation typology was selected M. Alkynes' assessment approach typology, which distributed the three types of assessment approaches: the methods-oriented approaches to the assessment-oriented approaches to the practical application-oriented approach. On the practical application-oriented approaches are characterized for present evaluation development phase, which demonstrates the importance of parameter and its associated problematic topicality assessment. Thesis, evaluation of practical importance understanding the concept based on assumptions that the evaluation practical significance is associated with several characteristics: efforts to use assessment results released as a single logical step in

evaluation structure of the notions that the assessment results should be subject to specific analysis techniques, which in the results recorded information adapts the optimal use decisions, efforts to clarify the concept of 'evaluation the practical importance of "understanding, by extending it, the extension can be implemented in different ways, for example, defining the evaluation of the results of two models: the instrumental and" illuminating "efforts to develop the practice of early stage are identified potential users of evaluation results and are involved in all phases of assessment, thus becoming the evaluation to – enforcers, changing the evaluation process, the division of roles, moving paragraphs evaluation of implementation of the competence of the evaluator involved in the program, in an attempt to update the participants motivation to carry out an objective self-esteem and reducing the assessor "foreign" status.

### **Methodological specifics of evaluation research**

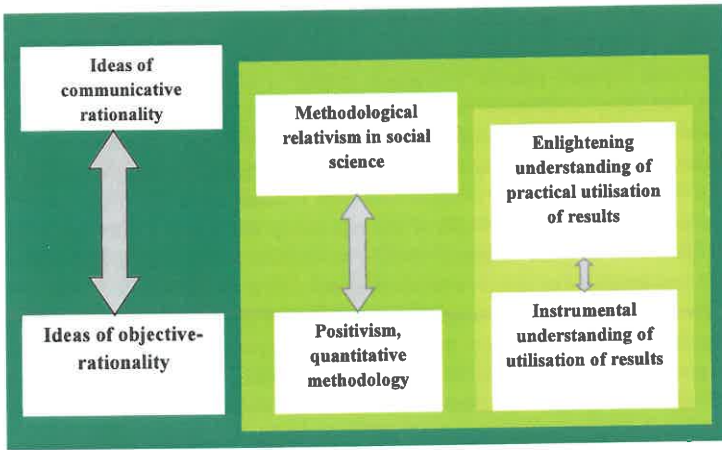
Practice description of evaluation study use provides evaluation of the study characteristics of an ideal type, which includes the assessment study as a social trial-type identification signs. Evaluation study as applied research type of methodological nature described and the ideal type identified using works of E. Chelimsky, R. Stockmann, L. Balzer, C. Weiss, H. Kromrey and other authors.

To obtain a more detailed justification for the required dissertation in empirical studies, theoretical part of evaluation study was also analyzed as one of the applied social research types, characterized by a specific methodological structure and status for this type of study, the results of use requirement. Analysis showed that the social science methodological approach and data collection methods and techniques of development in the context of a debate on social research results into practice. Social Sciences, in the mid-20<sup>th</sup> century dispute between the quantitative and qualitative paradigm adherents of positivism and social constructivism the idea of the suitability of the study relates to the implementation of the assessment study and the methodological development of the ideal type of the constitution. Rigorous positivism-based methodological paradigm for data acquisition, reliability and solid reasoning accent, but it loses its "influence" because of the data do not promote the use and application of the decisions that weaken the assessment study specifically applied nature of its relationship with practice. Also, one scientific idea of truth inherent in the paradigm narrows the possibilities to exploit the results of political decisions, because ignoring a consensus as possible. All impact assessment study request. Constructivist or interpretative paradigm, different definition of subjectivity and objectivity, cancel the one absolute truth in the idea. It expands and makes more flexible ways of integrating the evaluation of research policy-making process, establishing a link with all the parties to the assessment and contributes to the evaluation of the results of the study practices. Socio-scientific paradigm of interaction between the two created the basis for modern evaluation research methodological principles and quality standards. Assessment study illustrates the dynamics of the development of social sciences applied and application point of view and expression of society, in particular – public administration and reflects the demand for scientific reasoning. Scientificity and usability becomes a key relationship for two systems where the ongoing evaluation of operations and development.

In the annex of dissertation was described functions and methodological nature of the evaluation study, in order to better identify the study of empirical expressions indicators and separate practice evaluation studies of other types of applied research. Analysis functions evaluation research, and possibility to enable understanding of evaluation research nature and permanent adaptation to the needs of practice. Although the evaluation study, situational contexts have a major impact on the assessment of the progress, but there are grounds to speak about the evaluation study a single functionality, and evaluation of the overall logic of the research process and its developments in a specific course of implementation of specific assessment forms (for example, an *ex-ante* evaluation or formative or *ex-post* evaluation or summative evaluation).

Evaluation study implementation overall logical structure or characteristics of the assessment process integrates both the scientific requirements of the study logic processes, and program evaluation requirements of the basic principles. Several researchers are trying to develop an integrated theoretical approach to the evaluation process characteristics, recognizing that such an attempt does not mean efforts to a specific assessment of the theoretical approach to highlight the leadership or appropriate. At the same time it is stressed that a specific assessment of the implementation of the chosen, Cognitive exploratory techniques and methodological approaches that are most appropriate assessment of implementation context. Despite the importance of context-specific, the ability to choose the best design of the study in a given situation depends on the evaluator's overall assessment of the overall understanding of the meaning and idea of the abstract context of the situation across the ranking evaluation logic, therefore, are not minor theorists efforts to fix the assessment process, the ideal type. Evaluation study was used for ideal-type identification L. Balcers described the evaluation process thesis in 11 steps, by offering it as an integrated assessment of logical developments ideal-type coverage. Evaluation study an ideal type of the constitution of this study contribute to the type of successful implementation practices, both – and of particular relevance for this thesis in the context – to identify and describe the analytical assessment of the progress of the individual case study and within the context of the situation.





**Figure 1. Rationality-social science methodology- approaches of evaluation research**

Both the dissertation research questions and objectives and tasks are reduced not only on theoretical research, but also empirical data acquisition. Study the empirical part of the main aims is to investigate the prevailing assessment study of the implementation of practices Latvian policy-making environment, as well as to identify and classify this type of study of practical interest the constitution of nature certain social action model in the context of rationality. Dissertation empirical study is based in axiomatic assumption, derived from the theoretical research framework constituted in knowledge: assessment and evaluation study is seen as an expression of rationality that can lead to irrational destruction of the environment context. An important thesis research interests is linked to the evaluation study, the use of Latvian policy-making practices and logic elements of this practice in implementing the social assessment study have practical significance of expression elements. Rationality and the evaluation study, the concept of theoretical investigation has learned lessons, which allows to see the parallels between the ideas of rationality, social science research methodology and evaluation approach to development and the genesis of scientific knowledge in space (see figure 1).

The theoretical research framework derived conceptually clarified the definition problems and questions to be investigated key concept of understanding and create the necessary empirical research and conceptual base

- to identify rational social action models, and
- to understand notion of practical importance of evaluation research, and
- to understand the nature of logical developments ideal-type and research methodology specificity.

1. Rationality and rational social action theoretical analysis of the concept allows the thesis of empirical research justification used by J. Habermas rational understanding of social action. Empirical data analysis will use Q Habermas understanding of the basic postulates that social behavior can be attributed to one of the types of action: the strategic and communicative. In determining the strategic and communicative action as types,

J. Habermas started from the assumption that concrete actions can be classified from different angles. With the concepts of "strategic" and "communicative" not only marked two analytical aspects, but noted that this type can describe the same action – once as a rational target-practicing partner's mutual influence, but other times – as one of life belonging to the world understanding the process. Social action rather can be distinguished by whether or not participating is the success or understanding-oriented direction, i.e., these patterns must be able, under certain conditions identified by the participating own intuitive knowledge. Moreover, according to J. Habermas picture (see Chapter 1.3.), in both cases it is possible to implement this conceptual patterns or position analysis. So the thesis of empirical study, based on the situation of the participating actors in the knowledge and orientations will be identified in two of the rational social action models, each representing a different action pattern of coordination between actors in the action.

1) Target rational action – strategic action, understood as an action aimed at the rational expression, which is characterized by the actors in the success-oriented in its approach. This behavior is characterized by an orientation toward the target marketing is managed by the move towards defined maxim, it focuses on achieving the desired position, assuming the situation analysis, decision on the best of the alternatives, which enable to achieve this desired state. As a coordination mechanism of action here running success of the self-centered calculation.

2) Communicative action – the actors in the understanding of action-oriented approach. Communicative action is a prerequisite for understanding or knowledge of what makes a statement admissible (from German *akzeptable*). Communicative action is characterized by a specific speech and action links. The expression is linked to critical validity of the claim. Action implementers focus on subjective understanding. Consensus is guaranteed if the validity is accepted. Coordination of activities realized by the "Memorandum of the Act" assistance.

While each social action type contains its own rationality model: the objective rationality and communicative rationality. The empirical study will examine what action the model features are characteristic of each assessment study and evaluation of the participating group studied in the context of action.

J. Habermas' communicative rationality tried to apply the critical level and normative justification for his theory of society. Also, the thesis, communicative rationality is viewed as an ideal typical pattern of action actors in the model, which is an essential prerequisite for the practical-oriented assessment study.

2. As the evaluation study of practical interest in understanding the conceptual base used by M. Alkyne evaluation approach to typology: 1) the methods of evaluation-oriented approach, 2) the evaluation-oriented evaluation approach, 3) On practical utility orientated research approach. As it was already mentioned in the theoretical part of dissertation, on practical use oriented research approaches are characteristic to the phase of present evaluation development, which approves importance of usefulness parameter and actuality of issues in the sphere of evaluation related to it. In the centre of approach representatives is the use of evaluation results. In the framework of this approach is looked for answers on the question: what preconditions determine that the assessment of the results obtained are

used and they are found application in practice. In addition, the use of evaluation results are viewed as particularly significant the fact.

Thesis, evaluation of research practices are categorized as "the practical application-oriented" if its characteristics

- contains K. Weiss' released an instrumental or "illuminating" the results of the use of model features;
- reflect efforts to develop the practice of early stage are identified potential users of evaluation results and they are involved in all phases of assessment, thus becoming the evaluation of promoters (M. Patton);
- reflects the efforts of evaluation of results are used to treat certain logical step in evaluation of structure (D. Kirkpatrick, D. Stufflebeam);
- are linked to perceptions that the evaluation results should be subject to specific analysis techniques, which results recorded information adapts the optimal use decisions (D. Stufflebeam).

3. The evaluation process involved a group understanding of the assessment study of the implementation of the methodology and logic of the research will continue to be analyzed, weighed against the assessment study ideal-type model (see the third in Annex L. Balcers formulated in the evaluation of process, 11 steps) methodological characteristics. Assessment study of development characteristics will be used by E. Guba and I. Lincoln concept of four generations of evaluation of: 1<sup>st</sup> generation of assessment is linked to the measurement and testing, 2<sup>nd</sup> generation, the evaluators described evaluation of object weaknesses and strengths, 3<sup>rd</sup> generation of evaluators carried out the assessment, 4<sup>th</sup> generation of evaluators interact with affected and interested parties are defined jointly edited, and the problem described, and jointly seek solutions. In order to facilitate empirical approach conceptuality understanding of empirical research category scheme can be represented in a structured way.

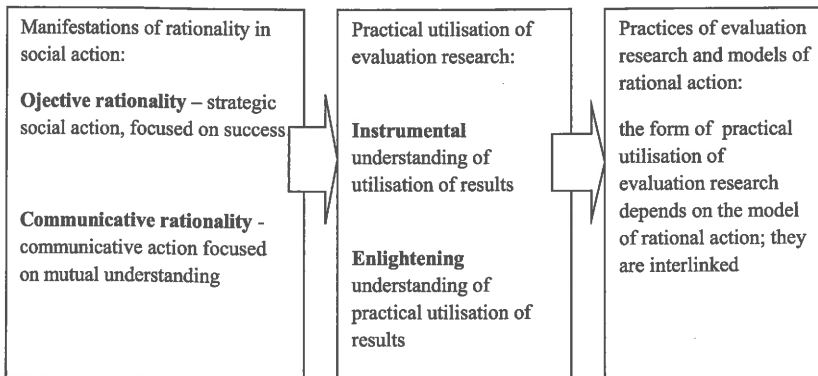


Figure 2. Category scheme of empirical research.

Theoretical research results allow clarify the thesis the empirical part of the content structure, which is subordinate to the thesis of empirical research questions (see Appendix no. 4).

Doctoral thesis an empirical study defined the issues for data mining, which reflects the evaluation of and evaluation of the study and practice characteristics of the actors experience reflected. Essential data necessary specificity resulting from the fact that evaluation of the implementation of legal, regulatory requirements are identified Latvian and EU regulatory documents, but they both contain substance model, but does not reflect the evaluation and evaluation of the implementation of the actual empirical practice in its diversity. Exploration issues highlights the need to clarify how the evaluation of activities involved understands the nature of the assessment, the practical significance of expression and is characterized by its action orientation in the context of rationality. Thus it is necessary to obtain evaluation of and evaluation study of the conduct of parties involved – the public administration workers, researchers and politicians – the subjective experience-based views.

The concept of Latvias' policy-making environment for dissertation is understood as limited in scale – meaning only that part of the political system in which policies are applied during the development of evaluation of techniques, including is the executive body. Empirical study of object boundary identification and interpretation of data is taken into account in N. Luhmans' conceptual vision of the political system (see Chapter 1.2. findings of the thesis). Based on the idea that there system specific rationality, German sociologist develops the idea of the different forms of rationality in both the political system into subsystems: management and policy. As already mentioned, the researcher focuses on policy-making experience, where anything can get a rational expression of public administration, but the policy subsystem can be viewed as irrational – and vice versa. Empirical data collection (the politicians into the list of informants) and analysis approved by N. Luhman indication of the differences between the two systems in terms of the fact that policy problems are different from management problems, although both types of problems to be addressed within a political system. Consequently, it should be noted that the rationality of political action cannot be equated with government decision rationality. It also cannot be measured by the criterion of rationality of government assistance or be subject to administrative rationality in the sense that the political rationality can be derived from the correctness of administrative decisions by the same policy has caused.

**Research Methodology.** Doctoral thesis an empirical study based qualitative methodological frameworks. Doctoral study empirical part of the main research questions formulated for high-quality data capture. Qualitative approach, particularly its constructivist perspective, involves a number of characteristics that are viewed as a necessary and important research object in research: an action strategy for the rational evaluation of/evaluation of the implementation of the study. This approach provides opportunities to explore socially and historically constructed of individual experience and

understanding of the multiple meanings within<sup>35</sup>. Course of study includes a number of parameters that characterize the qualitative approach and contributes to understanding the development, as well as the interrelationship between the identification of the surveyed field researcher positions, and personal value to the integration of research development, the participating actors in the/a group of participants the understanding and the meanings of clusters, the focus on common concepts and phenomena, the participants environmental and contextual studies, data interpretation of the role of joint research direction.

**Data collection method.** To obtain answers to research questions was considered most appropriate for qualitative data collection method in qualitative research interview. Thesis- using semi-structured in-depth qualitative interview. Since the data 'groups selected actors, the social behavior of professional activity in conformity with the research field problems, the informants are considered experts in evaluation of the implementation and perceived as actors in the eventual narrative with sufficient competence<sup>36</sup> in relation to the issues under study. "The expert interviews, we talk to people who have daily contact with our study examined the experience... they are comprehensive and specific experience of our research subjects."<sup>37</sup>

Social research methodology and data mining techniques reflection of the academic literature is very wide, as well as methods of classification, the terms under which is indicated by one or the other mode of data collection. Extensively quoted and widely recognized experts in this field is A. Bryman, R. Burgess, J. Corbin, J. Friedrichs, E. Gubba, H. Kromrey, S. Fine, W. Newmann, M. Patton, R. Stake, A. Strauss, W. Sullivan, S. Taylor and others. On qualitative interviews (which are different interpretations of research terminology is defined as an intensive, open, deep interview, which between them can be viewed as a methodological counterparts, but with a specific aspect of methods focused on) the ideas and techniques are considered the founders, P. Lazarsfeld, R. Merton, P. Kendall. One of the most important qualitative interviews as a method to detect features of the data employers understanding of the phenomenon. Techniques originating in the theoretical foundations are rooted in E. Husserl's approach to the phenomenon of logical, A. Schütz life of the world's concept of interpretation, which was further developed by P. L. Berger and T. Luckmann at work "social construction of reality"<sup>38</sup> and H. Garfinkel ethno methodological studies: ". qualitative approach to phenomenology is understood as a term that refers to the interest in understanding the phenomenon of social actors in the perspective and describes the world as a subject to experience, with the assumption that the importance of the reality that some people will view it. Phenomenological approach to openness to the phenomenon of the meanings of everyday life can also be used when the analysis<sup>39</sup> is implemented in an interview.

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<sup>35</sup> Creswell J. W. *Research design: : qualitative, quantitative, and mixed methods approaches*. 2nd ed. Thousand Oaks: Sage, 2003, p. 19.

<sup>36</sup> A., Raščevska M. *Kvalitatīvās pētniecības metodes sociālajā zinātnē*. Rīga: RaKa, 2004, 75. lpp.

<sup>37</sup> Atteslander P., Cromm J. *Methoden der empirischen Sozialforschung*. 10., neu bearb. und erw. Aufl. Berlin; New York: Walter de Gruyter GmbH & Co, 2003, S. 155.

<sup>38</sup> Berger P. L., Luckmann Th. *The Social Construction of Reality : A Treatise in the Sociology of Knowledge*. Garden City, NY: Anchor Books, 1990.

<sup>39</sup> Kvale S., Brinkmann S. *Interviews. Learning the craft of Qualitative research Interviewing*. Los Angeles [etc.]: Sage, 2009, p. 26.

"Qualitative interviews focus on the subjects' life to experience that the meanings are important when analyzing data of this significance should be identified and" treated".

Deep interview they phenomenological housing supply data, which contains a deep respect for the phenomenon described in the interpretations of meanings. Often, this interview is being implemented by the semi-structured data mining techniques through. Thesis, as a particularly important and suitable for exploratory situation is qualified for in-depth interviews following features: the possibility of life-world experience to reflect in relation to the scientific world, the interview focuses on the identification of the subject's interpretation of the meanings of life the world's main research question of the affected subject in the context of the interview allows a sufficiently nuanced to describe entities experience in various aspects of the situation can elicit specific characteristics and consequences of action, thought and planned in advance "naivety", which allows the researcher to be open to new and unexpected disclosure, the interview provides the opportunity to include ambiguous, challenging, contradictory statements from the interviewer's hand, the interview provides a sensitive response the interviewer's hand and the interviewer a deep personal understanding and certain knowledge of the investigational subjects.<sup>40</sup>

Thesis, carried out semi-structured in-depth interviews based on semi-structured thematic set of guidelines with a well- defined theme of arches, which certainly must be obtained during the interviews the informants experience a reflection of statements, but generally formulated questions, which are interpreted in accordance with the informant and the overall experience of the interview progresses. Interview questions can typology key issues and potential issues.<sup>41</sup>

Originally defined depth interviews range of topics, or guidelines from which derived the key issues are as follows:

- 1) The informant career self-assessment for the assessment and evaluation of research performance and/or ordering office skills evaluation of in the context of description;
- 2) The informant knowledge, perceptions and understanding of assessment and evaluation of the study objectives, functions, types;
- 3) The informant perceptions, knowledge and understanding of policy impact assessment study and evaluation of methodological nature and its correlation with practice;
- 4) The informant subjective perception of evaluation and assessment study of practical importance, good and bad practice Illustration;
- 5) The informant views on the evaluation and assessment study of successful use of preconditions and distractions.

Interviews were applied to the so-called list of questions broken technique, where one of the themes is common to all groups of informants, but some differ in accordance to the informants' experience, specifics of an issue in the context (detailed interviews key set of questions is given in Annex 4).

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<sup>40</sup> Ibid., pp. 28–32.

<sup>41</sup> Friedrichs J. *Methoden empirischer Sozialforschung*. Opladen: Westdeutscher Verlag GmbH, 1990, S. 228.

**Sample.** The study used purposeful sampling. Qualitative methodology, specificity, as well as in-depth interviews provide detailed guidance as possible selection criteria for the informants according to the studied issues. Overall, the research questions intended to obtain data that reflect their personal views and understanding of evaluation and assessment study of practical importance whose activities are related to the manifestations of this phenomenon. The following specific experience possible following subject groups.

- Policy makers at the level of government – Latvia state government employees carrying out an assessment of his professional activities and in accordance with specific job competencies, these actors in the group can identify at least two different experiences of representatives from: State office staff, whose responsibility is to define assessment requirements and monitor their compliance in the ministries of Latvia Republic actions, employees of Latvia Republic ministries who are responsible for the evaluation of practices for policy planning and coordination within the framework of the policy drafting process and the legislative process.
- Evaluation of research implementers – the researchers who made the specific public office or executive commissioned research into the structure provided by the parties qualify as assessment;
- Political decision-makers – politicians, who have been more than two years in this position or are ministers.

In the recruitment of employees working in government administration was set criteria: a sufficiently long (more than two years) and varied professional experience in matters of policy evaluation and research assessment order/use. In the recruitment of ministries' employees into account were taken recommendations of responsible officials in government Chancellery (director and consultants at the time of SAO Policy Planning and Coordination Department). State office workers were selected according to the position and professional activities – Policy Planning and Coordination Department (former) employees (department had the responsibility of the policy evaluation system development in government of Latvia administration). LR Ministry employees were selected by principle – one representative from each Ministry, was invited to interview for a higher policy impact assessment officer at the Ministry with the appropriate job competencies. During the research, selection of informants from the ministries could be established that the various ministries responsible for the assessment of officials representing the different administrative departments, which is characterized by heterogeneous situation in the Latvia's governmental administration in terms of policy competencies to the assessment.

Assessment study of implementing the criterion of selection was – a researcher specializing in the evaluation of research implementation, met a number of significant orders for the evaluation study. This criterion seeks exact application of the complicated situation that procurement documents are not always a study, which in essence is used in policy evaluation purposes qualifies as assessment study, thus it is difficult to objectively determine which team of researchers (research company or other research facility), the

cases have won tenders. Therefore, researchers in the sample were used to "snowball" sampling model, where the first choice of informant, points to the next, which he believed to be an expert evaluation of the study area. The purpose of sampling – select researchers with extensive (quantitative and qualitative terms) experience in the evaluation of research projects and management. Interviews were chosen for both researchers who are experienced in methodologically and substantively diverse business is conducted, and researchers who are experienced in assessment consultant status.

In policy decision-maker selection criteria was met:

- Ministers in different spheres of policy,
- person's job experience in ministers' position not less than two years.

In the recruitment of ministers into account was taken, so they represent the Ministry with a growing differentiated problem area, and was taken into account the extent to which policy-making in specified policy areas is in the competence of EU (Education and Science Ministry; Transport Ministry; Agriculture Ministry; Economic Affairs Ministry; Environmental Protection and Regional Development Ministry).

**Recruitment size:** 27 experts: three officials of the State Chancellery, 14 (i.e. in data collection period number of ministries in the Republic), civil servants, five ministers, five researchers. Statements of recruited informants have been examined by internal validity, or reasonableness test in the four focus groups. Characteristics of recruited informants reflected in the thesis annex no 6.

**The data collection phase characteristics.** Depth interviews were conducted during the period from July 2010 to September 2010. All interviews were made by the author of dissertation, in order to deepen the understanding of the theme and to expand the thematic fields of study questions in the data collection phase. Thus, in each subsequent interview was possible to use in previous conversation obtained information in order to clarify structure of the. Order in which informants of different actor groups were interviewed was chosen sequent. The sequence was as follows: employees of the State Chancellery, officials of Latvia Republic ministries, scholars, ministers. Text of the interview was recorded in audio. Depth interviews, transcripts were made within a "word for word" technique or procedure<sup>42</sup>. When analyzing the text transcription, spoken and written language sense non-compliances were detected, which were overcome while working in parallel with both transcription and audio recording of the text.

The average length of an interview was 1 hour and 14 minutes.

**Characteristics of data analysis methods and techniques.** In qualitative study it is particularly important to choose a data analysis technique, which is nuanced and meet the objectives of the study and is a good tool for obtaining study objectives. They should be relevant for that type of interview and the validity of the researcher. Data analysis process of qualitative interviews in case the start of the interview is already over, when informant revealing their experience, the researcher/interviewer interprets the context of the issues under study. Also, in situations where the informant during the interview, characterized reveal previously unexpected relationship models, can create new

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<sup>42</sup> Kvale S., Brinkmann S. *Interviews. Learning the craft of Qualitative research Interviewing*. Los Angeles [etc.]: Sage, 2009, p. 181.



interpretations of meanings. In addition, during the interview the interviewer is condensed or thickening and interpret informant expression meaning that the next issues "sends back" to informant<sup>43</sup>. Depth interviews took place during the transcription of information processing, since, as mentioned above, was implemented in a literal audio text transcribing the interview in written form.

The resulting qualitative data analysis was carried out, focusing on respondents' expression of meaning analysis. It was carried out using a three-level way analysis: a thematic/meanings coding – meaning/sense condensation – interpretation<sup>44</sup> of meaning. Graham Gibbs mentions three meaning technique coding variations that have been developed within the framework of qualitative data analysis:

1) The open coding technique of meaning, which was developed within the theory of justification;

2) The meaning encoding within the framework of content analysis, which is used to, systematically and quantitatively, describe the communication content manifestation;

3) Meaning coding in the case of computerised text analyse of interview.<sup>45</sup>

In the dissertation is used technique of open meaning coding.

With the significance and meaning bump thesis, is understood a large textual material "compression" or shortening the application of the informants statements category, according to the phrase in the main theme. To achieve this, it is necessary to perform the following steps: First, read all, the text of the interview to get the text content of a set of sense, and secondly, the investigator determined the natural "meaning units" text, which raised the subject, thirdly, the informant is expressed by the utterance meaning thematic, according to the researcher's understanding.

If the meaning of the text encoding/categorization and thickening of the text leads to reduction, then the interpretation, by contrast, extends the original text. In dissertation, the interpretation is understood as the resultant creation of the formulation, based on the original speech.

Data analysis of the informants, experts were presented anonymously, so that only the expert membership of actors in the group – an employee of the State Chancellery, employee of the ministry, scholar, and minister. Interview transcripts have been saved with the identity of experts. One of the ministers-informants wanted to preserve his anonymity, that's why the informant was only indicated in the list of interviews by the fact.

Research data in the internal validity or the validity was tested in four focus groups (Ministry of staff and employees of the State Chancellery), which was tested in the study conclusions from preliminary findings of the analysis. Focus groups confirmed the prevailing trend of opinion in all circles the topic in-depth interviews and were found in the State Chancellery and the Ministry team typical evaluation of practices.

The study's external validity of the data was examined in consultations with policy planning and evaluation expert spoke to the issue Baiba Petersone and Sandra Bruges.

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<sup>43</sup> Ibid., p. 196.

<sup>44</sup> Ibid., pp. 201–211.

<sup>45</sup> Gibbs G. *Analyzing qualitative data*. London: Sage, 2007, pp. 39–42.

## MAIN RESULTS OF EMPIRICAL RESEARCH

### Understanding the nature of evaluation and assessment study objectives

To identify the assessment of implementing the Latvia State policy makers Action Strategy for the constitution and determine the logic elements of the presence or absence of these forms of action, empirical study, it was necessary to detect this behavior by implementing a group targeting (actors in the group focus on specific objectives/success or an orientation toward understanding the participating actors in the group communication ) what is consciously reflect on with regard to evaluation of activity. This task based on J. Habermas' theoretical approach is based on the perception of action objectives target rational differences in communicative action and strategy to strategy. It is important to find out what is public policy planning groups involved – both employees of the State Chancellery and Ministry officials – an understanding of the nature of evaluation of and its importance, as well as to identify the links between this understanding and modeling the action of the assessment and evaluation studies related to practice.

Ministry of the State Chancellery staff within their professional competence have made necessary arrangements for the development of the assessment of application of regulatory legal framework for the assessment techniques developed Latvian politics programming environment. As a specific problem in this group of statements, the informants brought up the issue of assessment of the regulatory framework level of detail, though, considering the need to formulate more accurate assessment requirements, thus hoping for a better assessment to be conducted, and knowing that overvaluation regulation techniques can be bureaucratic assessment procedures. Interviews updated in several aspects of the discrepancy between the assessment of a single regulatory framework and the actual assessment practices. It is fixed by experience, that the various ministries responsible for staff evaluation techniques are applied differently as a result of differences in their quality of prepared documentation. National office staff observed that the planning documents and the drafting of legislation concerned ministries staff don't show the same motivation assessment techniques. Consequently, it can be assumed that the various ministries there are different conditions for the assessment activities. However, evaluating the system as a whole, these data 'group representatives believe that assessment practices have developed rapidly in just enough "last year", the court, quite different (range 2–10 years), understanding the time frame, how long exactly is meant by the concept of "last year's".

National office staff statement analysis allows identifying a clear these actors in the group's ability to identify a specific target for policy evaluation. As a policy evaluation action maxim is formulated the need to improve the quality of policy making. The experience confirms that a number of specific actors in the action form, which is directed towards the desired state (quality of policy-making system) objective assessment and evaluation research. Obviously the effort to reduce the bureaucratic burden of the evaluation is the Ministry's efforts to motivate employees to conduct a qualitative assessment, as well as the state budget and planning documents, decision-linking the search for forms. This allows the actors in the conduct of the surveyed group in the field to categorize as target a rational course of action.

Assessment study of understanding nature and objectives of research should be noted that this phenomenon is diverse forms of expression and that each one has its own functionality and purpose. Ministry staff perceptions of evaluation of purposes, of course, influenced by the fact the assessment study techniques in their specific environment where the powerful context of evaluation of practices by each managed by the Ministry of industry specifics, the issues at the affected groups the proportion of power and influence political decisions, they managed the financial resources amount, the Minister of the personal impact of political decision-making. Also, the professional competence of the Ministry staff can be included in the work tasks that require different activities. This may be the work of policy planning documents, such as guidelines, training, or – at the annotation is completed by other ministries of planning or preparation of draft legislation annotation analysis and advice. It can also be a different experience to commission research in order to obtain the data used in evaluation of design. Each respondent experience evaluation of activities may be implemented in a different intensity level, in both planning documents and developing legislation in various ministries are not equally frequent, in addition, it is variable in time.

Informants group, which consisted of all study data collection during the current ministries executives (mostly department heads or their deputies), interviews, policy planning and coordination, as well as strategic issues analysis revealed a diverse experience in both the assessment of the nature and objectives of understanding and terminology usage policy evaluation issues. Special significance of this experience in the development of such a political system features such as the Ministry's policies industry specifics, the Ministry of links with the social partners, the Ministry of the power potential of other ministries in the middle, but these features of the doctoral thesis analyzed in detail is because the political system's framework, which, of course, cannot ignored, outside the main study field. Ministry of employees with differing views and comments on the evaluation of the application approved by the State Chancellery, the informants perceptions that, although it is legally created the regulatory framework that regulates the application of assessment and development planning documents and legislation development and implementation, but in each application of the assessment practices in the procedures and methods for choice of a number of factors that differentiates the quality of the assessment.

So ministry staff reviews the assessment and evaluation purposes associated idea that the assessment activities is to meet the formal bureaucratic requirements, the assessment relies on the laws and regulations. Without this environment, there is a picture of the informants varied approach to the assessment, highlighting some of the aspects of evaluation and assessment functions, such as the assessment of policy continuity provider, the assessment of control or cognitive function. Although the LR Ministry employee reviews are differentiated, but little is dominated by the idea that assessment is primarily for information supportive of the policy document, act or other decision, preparation, and thus is a key cognitive function of the informants view as the measurement objective. Ministry staff conduct an assessment and evaluation activities in the context of the study can be described as target- rational, where the pronounced tendency to implement the assessment, as required by government policy-making system of legal, regulatory requirements. Last Respect qualifies as a prerequisite for successful action.

### Perceptions of evaluation research practical use

Policy evaluation results and use of the idea of rationality are given special attention both in theoretical approaches to assessment and evaluation practices. It is also apparent that the most recent assessment of areas of policy studies, evaluation and use of the utility is described as one of the successful developments of quality assessment criteria. Confirmation is also provided as L. Balcerá carried out by an international empirical study<sup>46</sup> of evaluation of experts (U.S., Australia, Canada, United Kingdom, Sweden, Germany, Switzerland, Austria and other national representatives) in a survey of evaluation results is qualified to use that one in five of the most important prerequisites for a successful assessment. Thesis, carried out by the State Chancellery and the Ministry of qualitative interviews with employees were named in a number of conditions that affect the policy assessment and evaluation of research progress and the degree of recess Latvian policy-making environment. However, the evaluation results are not up to date as an essential condition for successful assessment. Data analysis process, according to key informants experience types are categorized as follows assessment and evaluation study of successful performance conditions:

- funds for evaluation and ordering an evaluation research;
- Adequacy and skills of human resources;
- effective co-operation of all parties involved in assessment;
- the time resource;
- linkage in planning documents and budget;
- well- defined political priorities and following them in policy- making.

Differences in these factors greatly affected the diversity of assessment practices in Latvia's public administration, in one ministry, one of these preconditions prevails, but others do not exist. This prerequisite for the heterogeneous expression of empirical study has found, however, were not analyzed in detail in order not to lose focus of the study. However, analysis of data in view of these factors link to the policy evaluation is taken into account because it affects the perception of the informant's assessment of practical importance.

This part of the thesis within the research was focused on the assessment of all the groups involved: the Ministry staff, the State Chancellery staff, implementing evaluation studies for researchers and politician's views research and comparison. The study of data collection during the interviews obtained ministerial staff, as well as the State Chancellery staff views on issues of cooperation with researchers, as well as references to cases where the politicians (ministers) have expressed ignoring the treatment of development planning documents and written law the information contained in annotations, specified the idea of manifestations of the problem and urged the group to expand the informants, including sensor data and the status of scholars and ministers. Researchers and ministers of views on the assessment of the practical importance of making for a more comprehensive picture of

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<sup>46</sup> Balzer L. *Wie werden Evaluationsprojekte erfolgreich? : Ein integrierender theoretischer Ansatz und eine empirische Studie zum Evaluationsprozess.* LandaJu: Verl. Empirische Pädagogik, 2005, S. 95–164.

the assessment within the framework of implemented action strategies. It is possible to compare the ministerial staff and employees of the State Chancellery utterances with their co-operation and communication partners' views on the same segment of experience, and thus the above data some internal validity.

Before the empirical analysis of data will be updated assessment of the results of categories of the understanding and identification of the informants' statements context units. Already thesis theoretical part shows that the assessment study "of the practical use of" oriented approach to development has been the approach of the central categories of "assessment of actual use" re-conceptualization and significance of enlargement. This expansion takes place, the "assessment of the practical use of" including not only its use decisions, but also the so-called "accompanying", indirect, unexpected impact assessment at different levels. Theorists themselves that re-conceptualization described as a move from the idea of "the use of assessment decisions," the idea of an "assessment of the practical use". Doctoral thesis informants expression analysis as an assessment of practical use will be categorized under the following understanding of the concept of interest:

- instrumental use of evaluation – the evaluation results are used in promoting a settlement of the problem, the evaluation result of the analysis reduces the number of decision alternatives, traditional instrumental use is associated with the evaluation results into decisions and decisions in support of decision-makers' interests, require a special assessment of intelligence analysis to be able to record the decision in support of necessary information;
- Assessment illuminating use – with its help the customer are "enlightened" for a given problem setting (it is explained), and thus it is suggested change process, assessment results become apparent only in the long run, the results of the use is not only decision makers but also other affected parties and interests; characterized by efforts to use the stakeholders' claims, interests, concerns and issues as the assessment of organizational elements (reactive assessment).

Interviews obtained data allow us to discern the informants' statements, both instrumental and illuminating evaluation of the use that understanding, however, dominant in all four groups of informants is an assessment of practical interest in instrumental understanding. This type of understanding could be considered a traditional and typical.

Research data reveals that in cases where the assessment of practical importance is understood the illuminating means, then the practical importance of being understood

- 1) The specific benefits of information officers, as it is collected and systematized data, which significantly increases the amount of knowledge on the evaluation of objects;
- 2) The benefits arising from the inter-ministerial information sharing and assessment, which helps raise awareness of the problem;
- 3) civil servants, social partners and other members of the public, politicians and researchers, facilitating communication, understanding the problems that develop in these groups, "highlights" of all parties view the specifics of the problem and reduce the number of decision alternatives, identifying conflicting and impossible solution models.

Several informants emphasize ministry employee benefits information from the evaluation process, but there are only a few remarks, stating that there exists a second and 3<sup>rd</sup> understanding of fixed form.

Evaluating different assessment of practical interest in understanding "spread" the informants in groups, it can be concluded that in most cases the informants assessment of the practical use of the concept of understanding is based on the idea of an instrumental use of evaluation, which includes the idea of a policy assessment developed by the decision alternatives "incorporation" or the use of political decision. This understanding within the framework uses the term "good report", which is mainly understood as a thorough argument for a decision option. From the expression of the context, that such an assessment using associative way of understanding is related to the assessment of the correct, independent impartial voice of the one alternative, which in a particular context can accept or reject the political decision maker. If the assessment leads to development of political initiative is not being used in political decisions, it is found that the assessment is of no significance.

Assessment of the practical use of illuminating understanding is rarely identifiable informants' statements. This understanding is associatively linked to the various benefits of the assessment teams that are formed resulting from the evaluation. Illuminating awareness within the prevailing opinion that the assessment of practical importance is getting informational benefits of both officials and politicians of the group, providing the opportunity to gain a broader, more complex view of the test problem. In this context, attention is paid to communicative experience in development policy-making in practice situations where the same concern as resolving a variety of interest groups and political parties to see the different solutions as the best and can also aid decisions, regardless of the assessment. The exception is cases in which the parties aim for the solution model, the same. Then the policy evaluation is seen as a good argument for a decision. As atypical, but found all the informants in groups, viewed the opinion that the assessment derives its practical importance in the longer term, the policy-making during the evaluation of the arguments apply to a deeper understanding of different problem situations to the problem of relevance to policy documents. This view is also more in line with "illuminating" the results of the use of signs.

How typical it is not reflected in practice, where the early involve potential users of evaluation results, including the political problems of the affected groups. However, it can be concluded that it is the economic crisis, which is intended to take decisions and make an assessment within a very short time, has led the development of such a practice elements in circumstances where there is a big risk to make wrong decisions. Several interview excerpts, it is noted that decisions are best reliability, the argument is tied to the development of the social partners, expanded the advisory panel, which allows you to quickly test a variety of problem solving models and successfully move to the consensus achieved.

However, no expert is an absolutely undetectable by the idea that evaluation results should be classified as a separate step in the evaluation process or a direct reference to the fact that evaluation results should be subject to specific analysis techniques, the results of the fixed information adapted for use in optimal decisions. Lack of such an idea can be

explained by the fact that the whole point of view formed the conceptual framework for understanding of the assessment as a policy planning elements of the system and its effectiveness is viewed in the context of successful planning, which mainly provides high quality policy documents and preparing the necessary arguments for political decision, and this process in a favorable context.

The author concludes that the Latvian policy-making environment, there are both instrumental and illuminating evaluation of the practical use of the understanding. Understanding between two types identified in both views revealing assessment of the practical use cases and opinions, which states that the assessment is not practically used.

Both the State Chancellery and the Ministry staff, both ministerial and expression analysis allows the researchers as typical of all of these groups see an instrumental assessment of practical use and understanding of the view that the evaluation of research results for decisions is rare and situational set. Most of the informants in all of these actors in the group believes that the policy evaluation of practical importance, most obviously apparent when assessment results in their decisions for ministers/deputies. Informant characterized by a common perception that the assessment of practical use in policy decisions to avoid the erroneous decisions and the inappropriate use of money on the assumption that assessment helps you find the cheapest way to solve the problem and the appropriate policy instruments. Indicated that the assessment information allows understanding of one or the other policy implications avoid mistakes and reduce the risk of inappropriate use of funds. However, different actors in different groups focus on why the results of the assessment are not used. So, according to the assessment of practical interest in the instrumental understanding of the prevailing opinion the assessment policy is of no significance. By contrast, the assessment of practical interest in illuminating understanding is atypical in all groups of informants. However, each group of actors in the one of the informants described experiences indicating the benefits of evaluation research activities, which can be equated with political assessment of practical expressions of interest. These informants are often characterized by a more in-depth assessment of the overall objectives and functions of understanding and a "found" all actors in the group. Thus, informants who is characterized by illuminating assessment of the practical understanding of the significance, sees a more practical assessment of expressions of interest. There are no identified cases where the informant is characterized by illuminating assessment of practical interest understanding, combined with the view that assessment is of no significance.

### **The implementation of the evaluation study identified a rational social action strategies**

Both the nature of the study and understanding of objectives and concepts for the assessment of the preconditions for the study and evaluation study of practical interest in understanding the conceptual differences and manifestations of the same phenomenon of mixed characteristics of all the evaluation studies related groups of informants reveals the diversity of assessment practices, as well as its ambiguous relationship with the solutions to the problems in society and the impact of policy decisions on it. Practice in diversity

issues research within the field to seek unifying principle, which allows understanding the interrelationships between the individual elements, as well as operational models to typologies assessment study of the implementation of the course in order to be able better to interpret the assessment study of practical interest in the constitution of the prerequisites. Doctoral thesis theoretical part of the assessment study, analysis of development suggests that the unifying argument, which serves as a basis for assessment study for the development of practice in any political system, there are efforts to streamline the policy process, promoting the policy agenda for entering the analysis of the problem, fixed the problem of developing appropriate policy objectives of the designation practice and identifying the most appropriate instruments to achieve these goals more effectively. However, the policy-making process of rationalization is translated into or does not materialize according to the involved actors in the group action strategies. Assessment of the implementation of the study involved a number of actors in the group and their social behavior may be consistent or inconsistent with the overall functionality of the evaluation study of policy-making system. Element of rationality, the presence of actors in the action strategies that are implemented in the assessment and evaluation of the study, this thesis is viewed as an assessment of successful developments in characterization and its practical significance significant indicator. As already mentioned, the evaluation process of the study can identify the involved actors in the different action types. This chapter will analyze, systematisation and evaluation typologies involved actors in the operational models by identifying those elements of rational action in accordance with J. Habermas' rational social action types. As stated in the thesis the theoretical part, J. Habermas points to a different type of social action in the possibility that differences between the expressions of the element of rationality in: target rational (J. Habermas here target rational action category uses narrowly, to refer to the strategic expression, which is implemented in the social context and the exclusion of the instrument or its object-oriented expression) and communicative social action. Each of these models of social action is characterized by specific features, according to interviews with informants who analyzed the study's assessment practices within the framework of implementation of the action elements. Analysis of assessment practices within a structured distribution of social action featuring the following elements:

- 1) assessment/evaluation of study objectives;
- 2) social action orientation direction (the success or understanding) the assessment of the implementation of the framework;
- 3) social action plan coordination (self-centered success calculation or action plans to each other on the basis of a common definition of the situation).

The presence of these elements of social action reflection interviews allow informants to describe this behavior as rational, in turn, these elements of expression types is based on the type of rationality (target rationality or communicative rationality) for identification.

All informants group experience and in interviews expressed the commitment to conduct self-assessment and/or assessment practices in the study confirms the rational action features. Informants' statements as the dominant rational model of action in implementing the assessment to identify target-rational action, but as a very mild and only



in certain segments of the behavior seen in the assessment – communicative action expression. Target rational action effects and features seen in all groups of informants tracks: State office staff, Ministry of Ministry staff, researchers and the Minister.

Notions of evaluation/assessment study purposes. Informants agree on the assessment objectives of the study are very closely related to the assessment of substantive understanding of differences in test perceptions of actors in the group. Each group of actors in the interpretation of the role of evaluation in accordance with their specific social roles, it implements the evaluation/assessment study context, thereby creating not only unique understanding, but also the motivation for the action limits. As found in the study of data analysis, the State Chancellery staff emphasizes assessment as a policy-planning element of the system and the importance of this view, the basis of its objectives and functions. LR Ministry employee reviews are differentiated, but the overall impression is that the assessment information is supportive of the policy document of the act or other decision, preparation, and thus its main function is the cognitive function and it performs a supportive function of analytical activities, by their professional competence of office of policy planning in the context of . Researchers' opinions are not uniform on the assessment of the nature, but they are also mutually exclusive. Can be considered a dominant researcher's view that assessment study main objective is to respond to the assessment of the client defined in the studied issues. Ministers of the dominant view are the idea that assessment officials have prepared a draft decision by accompanying analytical information, which is often not the decision-making context. Such assessment is also consistent with the essence of each group of actors in the perceptions of the evaluation/assessment study purposes. As already stated, the whole group actors, describing his experience evaluation/assessment of the fulfillment of the study, clearly demonstrate that the assessment process is focused on a specific target, but the key actors in the target rational feature is the fact that each group of actors in the assessment study sees the fulfillment of other objectives :

- State office staff as the dominant objective of the evaluation sees the policy planning system improvements;
- Ministry staff as the dominant objective of the evaluation sees an opportunity to expand the information base, which lets you create high-quality policy papers;
- Ministers as the dominant objective of the evaluation as a chance to get the arguments for a decision;
- Researchers in the dominant objective of the evaluation see methodological and methodical way to obtain accurate data in order to answer the questions under study.

Social action orientation direction (the success or understanding) the assessment of the implementation of the framework. Each group of actors in the defined assessment objectives in line with its action context and the role of social conditions, that makes up a heterogeneous motivation for action and Strategy. Analyzing the informants statements, it is clear that the informants experiences reflection acutely aware of each group of actors in the level of functional self-centered or group-specific goals relevant to success calculation accordance with group-specific assessment and evaluation of the objectives of understanding. It is again emphasized that the analyte actors in the group cannot be

described as an absolutely homogeneous with respect to the evaluation of action within the established success of the ABC model and study have been detected in differentiated experience issue to be addressed, however, is fixed in the trends of each of the actors in the group as a whole. So each group is characterized by its own, inter-group level between the different target rationality move, which also includes the specific form of rationality of action coordination mechanism – the success of self-centred calculation or action patterns that provide group-specific goals., Both employees of the State Chancellery and the Ministry staff and researchers and ministers have success in carrying out the assessment interprets different evaluation function of consistency. National office staff interprets the success of the smooth functioning of the regulatory framework within the development, assessment of implementation of the legal justification for a security assessment, and implementation of the action model closer to that regulation. Ministry staff experience reveals turning to strict compliance with regulatory requirements for the assessment of the implementation. Researchers' view at the proper operation of the evaluation study is related to implementation of exact methodology and data collection equipment selection and order the exact requirements of the contract execution. Ministers' view on the evaluation forms correlatively opportunities to use the decision's reasoning.

Research data show that only in some cases, assessment and evaluation research practices can be identified, or the understanding of communicative action-oriented strategies for signs. These cases are characterized by all the actors in the conduct of a unifying purpose for the evaluation and assessment of all relevant actors in the practice situation involved in the orientation of the subjective understanding. Any employee of the Ministry, which indicates that the Ministry of activity observed in the evaluation of research utilization decisions, that the communicative links and participatory assessment of the presence of expression in the context of the study is compulsory and constitute a prerequisite for successful challenges. Informant statements clearly established framework for all parties involved in the situation and the motivation and interest in the development of X applications, making up reasons for moving towards a consensus and evaluation activities turning supportive and focused on the search for consensus. However, such cases assessment practice found only in individual ministries as an essential prerequisite for this is that political problem to be solved should be equal priority of all affected and interested groups about the perspective of policy-making process occurs extremely rarely.

However, the dominant and the informants statements very bright up to date tends to emphasize the assessment of other groups involved in the action non-compliance with the successful implementation of the evaluation facilities to identify all actors in the group of a single picture of the lack of assessment objectives and the relevant action strategies. When analyzing each group of actors in the statements of representatives of the other actors in the groups involved in the assessment reveals that subjective understanding level of all four actors in the group communication on reflection, it is assessed as very low, although rarely directly when it is recognized that there is no understanding between the actors in the assessment of the Implementing. It is obtained from the content varied and wide range of speech material, which reflects the actors in the group of evaluating evidence and comments directed towards other actors in the group. These statements doctoral study are categorized as "the understanding of social action-oriented" lack of

evaluation study. To argue the claim of lack of understanding inter-group communication in the implementation of evaluation activities will be provided in a structured synoptic overview, where selected to be representative of the other actors in the group looking statements

**Table 1. Statements about other actor groups involved in evaluation.**

<p><b>The State Chancellery officials</b></p> <ul style="list-style-type: none"> <li>• on ministry employees  <i>The main thing at the level of civil servants is that they must not accept non-qualitative documents. However, this has taken place in a number of cases...The reasons why this happens are different.</i>  <i>But, at the level of public administration and top-ranking public administration, there have been statements that evaluation makes no sense. Indeed, such things have been voiced, and quite publically, too.</i></li> <li>• on ministers  <i>.. under usual circumstances, the way-out would be that decision makers at the policy level would at least to some extent trust the civil servants... In the majority of cases, policies and decisions are elaborated in cooperation with NGOs, employers, the Association of Local and Regional Governments...I think that civil servants should be granted a credit of trust. Even more so it refers to the new Cabinets of Ministers, when they have just been formed, for it is very difficult to work if we are not trusted. Evaluation can be even more purposeful. Yes, a way-out would probably be based on trust. Just trust, and...perhaps, putting some political ambitions aside and....</i></li> <li>• on researchers  no critical judgements</li> </ul>	<p><b>Ministry Employees</b></p> <ul style="list-style-type: none"> <li>• on the State Chancellery  <i>The State Chancellery don't know what they want from the initial evaluation. They don't hide it, but wait for us to manage ourselves. They don't explain in detail or decipher what the State Chancellery is waiting for, what there has to be or how elaborated or profound it should be;</i></li> <li>• on ministers  <i>Having worked in the ministry for so long, I have an impression that there is no minister who would care to know about the agenda of the Cabinet of Ministers with all the items on it, which are always many. The civil servants do that. That means that when we write anything, we write to each other. So, don't let them spin the yarn that some minister in the Cabinet has read all the documents in full... They can afford not to read, not to explore and not to look into;</i></li> <li>• on researchers  <i>.. If we have a look at what is going on in research institutes and organisations, they concoct this topicality for their own sake.. and then, when they perform a theoretical insight into this, they shelve it, because it so theoretical that one cannot make use of it. Researchers, certainly, have to look for funding somewhere. So? Why not ask the ministry for it? ... and this has become a business trend already. The first thing you need is funding, not the actual desire to get involved in the process. ... We have faced the problem in both these aspects, that is, the commissioner ordering research and, what you would call "student work" in a polite manner, implying that the results of evaluation are at the level of BA studies, and as to what we were expecting, it appeared only when the supervisor came in. There are very few people who are capable of analysing and ensure analysis at the appropriate level.</i></li> </ul>
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### Ministers

- on public administration in general (the State Chancellery+ ministry employees)

*Unfortunately, what I missed in my work was the intellectual debate with civil servants on possible courses of politics and political action... I don't feel that they would be much interested in the direction of policy. I certainly don't want to generalise, there have been exceptions among civil servants; however, those involved in public administration tend to get rid of responsibility. For, if a civil servant came up to the minister with his or her suggestions, I don't think they would always be rejected, but he or she would have to take on certain responsibility, and that is in the way of any initiatives.*

- on researchers

*.. If we talk about independent evaluation in general, that is, policy evaluation, structural evaluation and so on, then we have to admit that they don't really exist in the country. At least, I haven't come across any work of independent researchers... Any research I have seen has had someone's hands laid on it to ensure its development in a certain direction;*

*.. I can say that it is very frequent that in Latvia, there are individual researchers of various social issues, who have their personal motives. It is quite often, well, it's clear that I don't want to offend anyone, these are financial interests, as researchers also need to survive somehow, but the final outcome is that when compiling the results of several studies, implemented in the same time period, politicians are forced to store all this heap of accounts in one pile without any understanding of what there is.*

*.. Here in Latvia, all research and science is corrupt, pretty much like the mass media – everything is corrupt, we don't have a single independent medium as a matter of fact. How can one change it? I don't know. In research, we explore what we have started exploring before. And for that, we take the resources devoted to science, and we reproduce what we have explored so far, this is why all these new things we need in economics, we reproduce them according to the pattern established in the Soviet period. And what is really new, what comes from aside and is based on fresh ideas gets ousted and banished, for the research squadron has in a way its own mafia, the mafia of auditors and so on.*

### Researchers

- on public administration in general (the State Chancellery+ ministry employees)

*There are cases when it is difficult to conduct qualitative research, since the agency or institution that announces the competition, gives only two months for the actual research in all this documentation on the procurement. This means, that, let's say in two months, the final results have to be there. They should have either announced the competition earlier or they should have reworked their own working plan. It sometimes surprises me that a ministry or an agency decides that research is necessary all of a sudden. The feeling is that nothing is planned in good time.*

*When cooperating with civil servants, one comes across two extremes. It is either that they force you to comply with their conceptions or previously passed resolutions, or the fact that sometimes they have no plan for any action at all, and in that case, in your research, you are expected to define the focus of political action.*

1<sup>st</sup> table included descriptions of other assessment/evaluation research involved actors in the conduct disclosed in the public space is not always clear and updated expression of mistrust and misunderstanding between the perception of these groups, which, however, affect the successful development of cooperation in the evaluation of the study area. Informants involved in the statements of other actors in the group behavior and motivation for this action is considered as troublesome successful assessment, including evaluation results are counter-productive. Each group of actors in the experience, there are cases when the other groups involved in the assessment in the context of implementing the objectives do not coincide with their own objectives through the assessment-related activities. This again points to a single target rationality expression through an assessment of only one group of actors in the social action within the limits, but does not disclose all relevant actors in the group targeted the coordination under a common understanding of the meaning of the assessment.

Can be summarized that each group of actors in the picture is set on the evaluation/assessment study aims to determine the specific social action orientation of the evaluation of the implementation of the course, as well as the influence of each group perceptions of a successful assessment of conditions with some "success" of this action as a result of the implementation: either in policy planning system improvement, or quality of the preparation of policy documents, or their preferred decision-making, or methodologically precise and methodical implementation of a study that will provide high-quality performance of contractual obligations.

So the evaluation of the implementation of practice reflection When asked how dominant brought up on the success-oriented social action strategy that meets target rational action type, but this strategy is not common of all the actors in the group held, if we analyze the evaluation/assessment of study objectives and the implementation context.

Social Action Plan coordination (self-centred success calculations or action plans to each other on the basis of a common definition of the situation).

A single picture of a lack of assessment of the nature, objectives, functions, prerequisites and practical use of a different social action goals of understanding and to some extent for bureaucratisation assessment of risks in the assessment makes sense only constitutes each group of actors in the perception of limits, a large number of cases does not coincide with partner evaluation point understanding. Although all the participating groups points to the need for cooperation in the evaluation of the implementation of the course, The experience of the informants do not see signs of a common situation in the designation or progress towards a common understanding of assessment for purposes in excess of each group of actors in the action segment boundaries. Each of the informants within the group is people who emphasizes the importance of various factors that could contribute to cooperation during the assessment and evaluation to achieve greater practical importance.

**Table 2. Statements about the necessity of cooperation between the actor groups involved.**

<p><b>Minister:</b>  <i>This cooperation is absolutely, absolutely necessary, and by excluding one of the interested parties from the possibility to affect the process of evaluation, the risk of coming to incorrect results is very high. In this respect, I would advise that this cooperation, this desire to find a common solution is crucial. But there exists a necessity to give way to an opposite opinion, too. This is where the research could step in, if it is indubitable and trustworthy research!</i></p>	<p><b>Researcher:</b>  <i>Evaluation research is impossible if the work is totally isolated, as if the client sits at one end of the table and says "I need evaluation of this or that process" and I say "OK, now I'll go and, let's say in three months I will deliver it to you". The principle of evaluation research is somewhat a bit different... It is possible to ensure a valuable and objective research if the researcher works in a group responsible for elaboration of a new political initiative or implementation of a new programme.</i></p>
<p><b>Ministry employee:</b>  <i>One has to be very much capable of evaluating. It is a very much profound skill, which must be developed, and it has to be done by involving both researchers and social partners. I would say that it is highly irresponsible to evaluate with no communication, with no discussion of judgements.</i></p>	<p><b>State Chancellery official:</b>  <i>As far as we are getting along on our own as the State Chancellery, it is absolutely hopeless to succeed in problem solving. When we are together and do it with social partners, it is much better, but when it is stated by independent researchers, it has a different value. And all these judgements are important to both successful policy making and society, for this implies essentially true evaluation.</i></p>

2<sup>nd</sup> table summarizes both the Minister and the investigator, and an employee of the Ministry and the State Chancellery, the employee's expressed statements that are, substantively and describes various aspects of the evaluation of the implementation, but all are focused on cooperation as a factor necessary precondition for successful assessment. Statements are listed in each of the participating groups view the importance of corporate cooperation in the development and widespread communication and participation in need assessment study of the implementation of the course and the importance of communication assessment Judgement constitution and the social partners and researchers in information support the need for specific policy initiatives in the development and social problems. However, as shown by the experience of the informants, these factors are also present, a systematic evaluation of practice, pursued by social action. This is more defined as the desirability of-date only a few informants statements.

So it is not possible to speak of a uniform and all the actors in the group shared vision of assessment and evaluation of the study aims and meaning of the definition, which would allow for joint, coordinated action by the evaluation objectives and the evaluation point in the constitution of social problem solving search and/or solution models for identification in the context.

The evaluation involved interviews with actors in the presented experience allows the dominant assessment study to identify the fulfilment of target rational social action strategy, the implementation of all participating actors in the group action segment provides a single assessment target understanding, including the constitution of more

practical significance in the context of action. There is no single social action co-ordination mechanism in front of the evaluation and assessment study of the implementation of practice. Communicative rationality of the action strategies, which provide an understanding of social action-oriented implementation, are present in Latvian policy-making environment, but the expression is evaluated as situational and atypical.

The evaluation involved a group of actors in the action model of rationality is related to the assessment of the practical use of the opportunities and expression. The practical-oriented assessment approach for assessment of all parties involved in an intensive cooperation of all assessment study within the framework of methodological steps, including evaluation in the early stages of implementing the agreement on the assessment and/or assessment study practical use forms and identification of key assessment users. Such co-operation (which would facilitate assessment of practical use) possible existence of communicative action model, which is characterized by social action subjects focus on understanding and mutual action in coordination with the "Memorandum of the Act" assistance. Latvian policy-making environment assessment study practices of participating actors in the dominant model of action target rationality substantial obstacles to maintaining a global view of the assessment study for practical use, because each group maintains its actors in the other picture of the progress or outcome of successful action. Also, the assessment procedure does not formally or informally include a debate/agreement on the evaluation of the results of the use of models and actors. Despite the regulations defined the purposes of assessing the Republic of Latvia laws and each of assessment study procurement technical specification that formally defines a common assessment framework for the goals of each group of actors in the expectations for the assessment of practical importance is different. Such Latvian policy-making environment of a typical assessment of the participating actors in the differentiated target rational action strategy is not compatible with the practical-oriented assessment approach. In the assessment of participating actors in the target rational action type dominance, the current evaluation study-through practice characterized by a strong dependence on the situation (political, economic) context, the assessment results and can become a power in terms of major actors in the resource – Minister of reasoning manipulation tool.

Communicative action (rationality) strategy evaluation practices of participating actors in the collaboration are the practical-oriented approach to evaluation of the development of a factor, but it is not typical of the current policy evaluation practice Latvian policy-making environment.

## CONCLUSION

According to the conceptual understanding of problem developed in the theoretical part of dissertation, there was carried out dissertation's empirical research and results led to following conclusions.

**Methodology and evaluation forms carried out in the body of Latvias' policy-making environment are governed by laws and regulations Republic of Latvia. Under**

the laws the evaluation term is defined using a narrower meaning of the term impact assessment. With the impact assessment methods is understood a set of procedures whose planning document and the developer chooses to predict the planned decision of the socio-economic impact and determine the consequences of the decision. Normative documents provide specific procedures of implementation of original or the *ex-ante* evaluation, mid-term or medium-term and final evaluation of the impact or *ex-post* evaluation. Assessment requirements are regulated both the preparation of a policy planning document and lawmaking procedure.

LR Legislation does not regulate cases when assessment procedure is implemented as a policy planning document, or a legislative institution preparer internal assessment study, when – as an external (outsourced or the commissioned evaluation study) trial. In practice, needs of assessment conducting any studies needed significantly affect the relevant ministries available financial resources which are used for research purposes, as well as the Ministry of historically developed link with the investigative structures both Latvian and beyond. LR ministries are known and used in all LR laws and regulations mentioned types of assessment, as well as applicable the requirements of evaluation of the European Commission, however, the informants experience does not show knowledge and practice where would be appropriate specific assessment approaches.

Despite the internal assessment of legal regulatory provision, it is not possible to speak of a common assessment study practices in Latvias' governmental administration. Reflection of informants' experience in interviews does not allow detecting common, persistent types of evaluation and methods of designator terminology used in daily communication. Quantity and quality in evaluation of certain types of delivery or the actual assessment practices in various ministries are radically different. According to the results of the study assessment practices vary considerably in different ministries.

Different ministries have different methodological and methodical approach to assessments and their employees have different knowledge and experience of assessment. Data show that highly variable and poorly reflected are situations which can be defined as basic grounds evaluation. The obtained data does not reveal a methodological practice that phase of the start of the assessment – formally or informally is defined as a major methodological evaluation goal: an evaluation acquisition in-depth knowledge in a specific field or industry, or to make an assessment in order to account in terms of results and impact measurement or take – the development of evaluation in the form of evaluation support to strengthen institution. Assessment work on behalf of the majority of cases are not defined what is/will be derived from the data for further use contextual conditions. According to the thesis of the theoretical knowledge acquired, the initial needs assessment study information package also includes the idea of data validity and relevance of a particular policy context, which will have an important assessment of the approach choice. Latvian policy-making environment, the results of the use is viewed as an assessment of the methodological process detached process, which is the situation (political-economic context) affected since before the assessment is not properly recorded in all groups of information needs clarification.

Researchers there have a theoretical knowledge and practical experience-based knowledge in evaluation forms. All researchers are trained in the individual self and/or



training in the framework, as well as continuous assessment and evaluation research and practice.

Between ministers is a highly differentiated knowledge of the types of assessments and evaluation of the application cases: informants confirmed the highly professional understanding of the diversity of assessment techniques and extreme disability of orienting assessment methods terminology, classification and evaluation of the meaning and significance totally different interpretations of each other.

**All groups involved in evaluation and evaluation research: employees of the State Chancellery, employees of LR ministries, researchers and ministers describes the nature and objectives of evaluation in different ways**

- State office employees stresses assessment as a policy planning system element and on the basis of this view value its objectives and functions;
- LR Ministry employee reviews are differentiated, but the overall impression is that evaluation is informatively supportive of the policy legislative document or other decision preparation, therefore, its main function is the cognitive function;
- Researchers' opinions are not homogeneous as regards assessments' essence, but they are also mutually exclusive. It can be considered that researcher's view, that assessment study main objective is to answer the evaluation questions under study defined by the customer, is dominant;
- The dominant view of ministers is the idea that assessment is prepared draft decisions accompanying information by civil servants, which often does not meet the decision-making context.

Also expression of an evaluation and assessment study function is interpreted differently; at the level of inter-group have also been identified mutually exclusive statements.

**Perceptions of assessment study practical uses' preconditions in groups of informants differentiated according to the understanding of evaluation objectives.** Whereas the evaluation the implementation of each groups involved with evaluation linking different objectives, there was no unified or codified idea of practical use of evaluation preconditions. All of informants' named prerequisites are fixed as (Latvian policy-making environment) in practice in certain cases existing, but more often indicated as the lack of preconditions.

Evaluation of the study of practical significance conceptual understanding of the informants in the environment also provides insights about the phenomenon of practical importance signs in Latvian policy-making environment. Informant's perceptions were categorized according to the evaluation use instrumental in understanding and assessment of the practical use of illuminating insight.

Evaluating different evaluations' understanding of practical importance in groups of informants it can be concluded that, however, dominate informant's evaluation practical use of the concept of understanding, which is based on the idea of an instrumental use of evaluation, which includes the idea of a policy assessment developed by the decision alternatives "incorporation" or the use of political decision. This understanding within the framework uses the term "good report", which is mainly understood as a thorough argument for a decision option. From the expression of the context, that such an

assessment using associative way of understanding is related to the assessment of the correct, independent impartial voice of the one alternative, which in a particular context can accept or reject the political decision maker. If the assessment leads to development of political initiative and is not being used in political decisions, it is found that the assessment is of no significance.

Informants that grant an instrumental role to the concept of "the evaluation use", and points to cases where the assessment is used, decisions, and – in cases when not in use. However, these statements are dominated by the idea that only in specific case, the assessment qualifies as "may" because the assessment is involved in the political process, which leaves a very large impact on the assessment of the interpretation of results, applicability and use.

Evaluation practical use of illuminating understanding is rarely recognizable in expressions of informants. This understanding is associatively linked to the various benefits of the assessment teams that are formed resulting from the evaluation. Illuminating awareness within the prevailing opinion that the assessment of practical importance gets informational benefits of both officials and politicians in the group, providing the opportunity to gain a broader, more complex view of the test problem. In this context, attention is paid to communicative experience in development policy-making in practice situations where the same concern for resolving a variety of interest groups and political parties to see the different solutions as the best. Evaluation research takes on a special role in the binding of this communication maintenance. As atypical, but found all the informants in groups, viewed the opinion that the assessment derives its practical importance in the longer term, the policy-making during the evaluation of the arguments apply to a deeper understanding of different problem situations to the problem of relevance to policy documents. Such a view also more suited to the use of "illuminating" result features. Only a few informants experience can be classified as suitable illuminating assessment of the results of practical use to understand (in the sense of a situation where the evaluation result of the customer is "illuminated" in relation to the specific problems of the setting (so it is explained), and thus, initiating processes of change) which allows you to view an assessment as to certain values and priorities in an appropriate problem-solving activities, rather than formally define the goals process. Informants' statements on the evaluation of practical importance are rarely as relevant to a topic brought up the "problems of search for a solution"/"problem resolution models."

The assessment and evaluation study involved actors in the different perceptions of the assessment activity objectives, there evaluation of instrumental use of the understanding of this group of communication creates preconditions for an assessment reduction of interest

- Experience in any of the informants participating in the evaluation process does not reflect the group's efforts to develop the practice of early stage and is identified potential users of evaluation results and they are involved in all phases of assessment, thus becoming the assessment to – enforcers.
- Experience in any of the informants participating in the evaluation process does not reflect the group's efforts to use assessment results released as a single logical step in the evaluation framework. None of the involved actors in the process of

evaluation of groups does not reflect the experience that the results of the assessment should be subject to specific analysis technique, the results recorded information adapts the optimal use decisions.

Latvian policy-making environment cannot be identified as typical of the practical-oriented assessment approach. Currently implemented by the assessment practice in cases where the implementation of internal assessment is dominated by the evaluation approach, but in cases where the assessment is implemented as an assessment study (assessment study as outsourcing), dominated by the methods-oriented approach.

**Evaluation study of the implementation process can be identified at the participating actors in the different action types.** All group of informants experience, and in interviews expressed commitment to conduct self-assessment and/or assessment practices in the study, confirm that there are signs of rational action. Informant statements as the dominant rational model of action in implementing the assessment to identify target rational action, but as a very mild and only in certain segments of the behavior seen in the assessment – communicative action expression. Target rational action strategies of expression are seen in all groups of informant tracks: State Chancellery staff, Ministry staff, researchers and the ministers. Whole group of actors in the assessment process is a success-oriented and focused on a specific target, however, important actors in the target rational this feature is the fact that each group sees the actors in the evaluation study, the fulfillment of other goals:

- So, each group represented a specific target rational move, which also includes the specific form of rationality of action coordination mechanism – the success of ego-centred calculation. Each group of actors in the success of the assessments of the different interpretation of the assessment activities of consistency.
- Only in some cases, assessment and evaluation research practices can be identified, or the understanding of communicative action-oriented strategies for signs. These cases are characterized by all the actors in the conduct of a unifying purpose for the evaluation and assessment of all relevant actors in the practice situation involved in the orientation of the between subjective understanding.

**The evaluation involved a group of actors in the action model of rationality is related to the assessment of the practical use of the opportunities and expression.** The practical-oriented assessment approach for assessment of all parties involved in an intensive cooperation of all assessment study within the framework of methodological steps, including evaluation in the early stages of implementing the agreement on the assessment and/or assessment study practical use forms and identification of key assessment users. Such co-operation (which would facilitate assessment of practical use) possible existence of communicative action model, which is characterized by social action subjects focus on understanding and mutual action in coordination with the "Memorandum of the Act." Latvian policy-making environment assessment study practices of participating actors in the dominant model of action target rational substantial obstacles to maintaining a global view of the assessment study for practical use, because each group maintains its actors in the other picture of the progress or outcome of successful action. Also, the assessment procedure does not formally or informally include a debate/agreement on the evaluation of the results of the use of models and actors. Despite the regulations

defined the purposes of assessing the Republic of Latvia laws and each assessment of study procurement technical specification that formally defines a common assessment framework for the goals of each group of actors in the expectations for the assessment of practical importance is different. Such Latvian policy-making environment of a typical assessment of the participating actors in the differentiated target rational action strategy is not compatible with the practical-oriented assessment approach. In the assessment of participating actors in the target rational action type dominance, the current evaluation study-through practice characterized by a strong dependence on the situation (political, economic) context, the assessment results and can become a power in terms of major actors in the resource – Minister of reasoning manipulation tool.

Communicative action (rationality) strategy evaluation practice involved actors in the collaboration is to practical-oriented approach to evaluation of development a factor, but it is not typical of the current policy evaluation practice in Latvian policy-making environment.

**At present Latvian policy-making environment prevailing in the evaluation/assessment study of the implementation of practices typical target rational action strategy model threatens confidence in the assessment study, and policy makers can reduce the interest in this type of applied research, reductions in social studies and science reasoning, the use of Latvian in identifying solutions to social problems.** Focuses on the practical assessment of research practices serve as the organic basis of all the (now distinct operating) actors in the communicative action to develop the strategy and focus on mutual understanding, dialogue, facilitate the search for consensus and reaching political decisions. Assessment study "illuminating" the use of the understanding and practice of promoting not only entering the political agenda of social problems cause more comprehensive and objective analysis on the political climate of free political solution to the identification of patterns, but also build a structural framework for communication between researchers – the political problems of the affected groups – policy planners – policy-makers. Informants illustrated the practice (see "illuminating" the practice of using) the cases show that the involved actors in the co-operation format assessment study purposefully and rationally promotes joint situational awareness, and constitutes the development of effective social problem-solving design and implementation of policy.

**Suggestions** on how to enhance the evaluation of the study of practical importance to strengthen Latvian policy-making environment.

To strengthen and specify policy planning documents, prescription and to develop successive their connection of action policy and budget planning decisions, thereby increasing both the policy planning documents practical importance in general and in the evaluation as the scientific analytical reasoning specific importance. Recommendation applies to broader Latvian policy-making prescriptive and cultural changes and indicates the need for systemic changes, which also contribute to evaluation/evaluation of the status of the study and practical change of importance. To develop evaluation/assessment study on the implementation of practical-oriented evaluation/assessment study approach, first, before the starting evaluation research activities, specifying the reasons for evaluation, the

overall progress/purpose and conditions and, second, targeted and early stage identifying potential users of evaluation results and to involve them in all assessment phases.

Evaluation/assessment study planning evaluation use of the results to distribute as a separate step in evaluation process structure. To develop evaluation results of analysis techniques that would allow data collected and recorded information to adapt the more optimal use of decisions.

Develop communication and cooperation among all involved actors in the evaluation process groups – public administration employees, researchers and policy makers in the context of the assessment process; foster a common understanding of the formation of the evaluation/evaluation objectives of the study of systemic meaning and in each case.

To clarify the needs of an assessment study commissioned by the procurement procedures, expanding the customer's hand and researchers and fostering cooperation between the two parties' mutual understanding of evaluation context and purpose.

To promote public awareness of the personnel of the diversity of assessment approaches and methodological characteristics of the practical use of focused assessment of the case.

Strengthen the evaluation/assessment study's function of dialogue, promoting its interest in illuminating the practical understanding. Develop and enhance the evaluation/assessment study as a solution to the problem searching discourse.

## Scientific publications on the theme of dissertation

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5. Laķe A. Novērtējuma pētījuma izmantošanas prakse veselības aprūpes politikas veidošanā Latvijā: problēmas. un risinājumi. [*Rīgas Stradiņa universitātes*] 2010. gada zinātniskā konference. *Tēzes*. Rīga: RSU, 2010, 380. lpp.
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